City of Covina

Technical Appendix for the Covina

General Plan

PREPARED BY

COMMUNITY DEVELOPMENT DEPARTMENT
& CONSULTANTS

TECHNICAL APPENDIX

FOR THE

COVINA GENERAL PLAN

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PLANNING DIVISION STAFF:

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APRIL 1993
REVISED MARCH 1994

FINAL REVISION MAY 1998

APPROVED BY PLANNING COMMISSION -
APPROVED BY CITY COUNCIL -

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HOUSING STUDY

APPENDICES

NATURAL RESOURCES STUDY

SAFETY STUDY

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LAND USE STUDY

CITY OF COVINA
INC 1901
CALIFORNIA

LAND USE STUDY

FOR THE

COVINA GENERAL PLAN LAND USE ELEMENT

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EXECUTIVE SUMMARY

The purpose of the Land Use Study is to present and analyze Covina's existing land use situation and various land use-related information to establish a framework for the City's revised Land Use Element. The Land Use Element, the central and most frequently referenced General Plan chapter, primarily serves as the blueprint and process by which a local government addresses and meets State and regional land use statutes, goals, and policies and handles its special, unique land use needs. In the local land use element process, the State ensures that cities and counties consider their present and future (generally over 20 years or so) physical development potential to accommodate increases in population and employment and to support and, where possible, enhance local economic vitality and social stability. In other words, the element functions as the framework for a City's overall land use programs/strategies and as a basis for making both short- and long-term decisions on land use-related matters.

The Covina Land Use Element is comprised of two documents, the subject Study and the accompanying Land Use Element. This Study presents a snapshot of the community pertaining to land use types, intensities, and distributions; existing General Plan and Zoning contents; recent and future development activity; and plans from other agencies affecting Covina land use. The Study concludes with a summation of all identified key land use issues and a presentation of three development scenarios, one of which is selected in the Element document as Covina's to-be-followed growth blueprint or Land Use Plan (described below). The Land Use Study, then, serves as the information/data and needs identification base or foundation for the Element, which focuses on future-looking goals, objectives, policies, and programs and details the Land Use Plan, a key component of the Land Use Element process. The Land Use Plan, which is comprised of a map and accompanying explanatory text, identifies where and to what extent future physical growth, changes, and revitalization will occur by designating land use types with appropriate development intensity standards for all community properties and by distributing the uses in a manner that the City deems reasonable. For clarification on Land Use Element document terms, refer to the document. The remainder of the Executive Summary pertains to the contents of this Study.

The content and organization of this Study are based on advisory State general plan preparation guidelines and common planning practice. Moreover, in accordance with State law, the content and organization presented herein are believed to best address applicable planning statutes and policies, which are promulgated through the California Government Code (Section 65300 et seq.), and, as previously indicated, to meet Covina's land use conditions and needs.

Covina is located twenty-three miles east of downtown Los Angeles in the eastern portion of the San Gabriel Valley. The City is a mature, suburban community in which much of the local development occurred during the post-World War II building boom of the late 1940s and 1950s. The City today (1997 population of 46,452) is practically built-out, though, in recent years, moderate development has occurred and is expected to continue as a result of "infill" construction and the redevelopment of aging, underutilized residential and commercial properties. The Covina General Plan covers a ten square mile Planning Area, which includes seven square miles of incorporated territory and three square miles of unincorporated areas (that are designated for eventual City annexation). Unincorporated districts are primarily located in the northwest, northeast, and southeast (Covina Hills) portions of the Planning Area.

The current incorporated territory of the Planning Area is 98.5% built-out and comprised of a variety of land uses. Approximately one-half of the developed land is devoted to residential uses, notably single-family detached (40.6% of the total), while slightly more than one-fifth of the community consists of public rights-of-way (i.e., streets, flood control channels, and a railroad line). The other high percentage land use categories are commercial (9.6%), school (8.0%), and industrial (3.8%). Covina's land use patterns are well established and well defined. The residential uses are spread out in all areas, with the condominiums/townhouses, apartments, and mobile homes generally pervading in and around the downtown and in particular neighborhoods and pockets. Covina's commercial uses typically are strewn along the major streets, and they vary greatly in type and character. For example, there are many retail-oriented community shopping centers and neighborhood convenience centers or mini-malls at major intersections and large-store specialty retail establishments at midblock locations. A variety of office buildings exist, as well. The community's retail, office, service, and business uses are often contiguous

with one another or intermixed in the same building, though virtually all residential and commercial activities are spatially separated. Moreover, industrial activities, which for Covina mean light manufacturing, warehousing, wholesaling, storage, processing, and related administrative functions, generally exist along or near the Metrolink Commuter Rail Line and portions of San Bernardino Road and Arrow Highway. Most Covina buildings are low rise in character (1 or 2 stories). Therefore, the local economy rests on a foundation of retail, service, and industrial operations. The longstanding social and economic heart of the community is the downtown, which is centered around Citrus Avenue between Badillo Street and San Bernardino Road and is comprised of many small, vibrant, commercial businesses. From a land use standpoint, because of its proximity to the recently-opened Metrolink Commuter Rail Line Station and because of ongoing revitalization activities in the district, the downtown may be suitable for mixed use developments (residential on top of commercial) in the future. Despite being in the middle of the generally developed east San Gabriel Valley, Covina's low rise character and historic downtown have fostered a small-town atmosphere.

Other minor uses identified include: institutional, governmental, utility, mixed use (generally old, nonconforming buildings), parking, park/open space, and vacant, buildable land. Regarding the park/open space classification, 64.7 acres were identified (1.4% of the total land area). This acreage is comprised of 10 City parks and 2 City-leased ballfields in secondary schools. The 64.7 acres equates to 1.4 park acres for every 1,000 residents, which is well below the nationally recommended 2.5 to 4.0 ratios. Covina's parkland deficiency is most pronounced in the western and eastern portions of the community. Referring to the vacant, buildable land, 43.4% is designated commercial, 33.6% is classified for residential activities, and 23.0% is designated industrial. Several major underutilized properties, with potential residential and commercial development implications, have also been analyzed. Moreover, in accordance with State planning law, Covina's identified natural and scenic resources, both of which are generally limited in scope, are touched upon as well. The most notable resources pertain to two limited riparian woodland communities in unimproved flood control channels.

As previously stated, the unincorporated territories total three square miles and exist in various portions of the Planning Area, though the largest concentrations are in the northwestern and northeastern areas and in Covina Hills. The City-County boundaries are generally haphazard because of annexation policies and practices. Although the scale and character of County areas tend to resemble adjacent City neighborhoods, in many instances, unincorporated sections are distinguishable because of inferior quality development, poor property maintenance, and conflicting land use situations. As is the case with the incorporated portion of the Planning Area, almost all County neighborhoods are built-out. However, the County land uses are more homogeneous than those for the City in that a much higher percentage is devoted to residential purposes (67.3%, as opposed to 48.5% for the City). And virtually all residential uses consist of single-family detached residences. Commercial and industrial land use percentages are only, respectively, 1.9% and 0.1%. While the residential uses pervade everywhere, the few commercial and industrial properties are located on the major streets. Like City development, most County buildings are low rise (1 or 2 stories) in scale.

Existing and proposed land uses adjacent to the Covina Planning Area have also been analyzed to ensure reasonable inter-agency general plan consistency. No major current land use conflicts were identified, and the abutting communities' General Plans tend to reflect existing development characteristics. Covina is somewhat insulated from potential land use incursions with abutting jurisdictions anyway because most portions of the Planning Area boundaries are separated by major streets or varying topography.

Recent and future Covina development/land use activity have been discussed as well. For the City portion in general, on average, over 100 dwelling units per year went up during the '80s, much of which were apartments and condominiums/townhouses. The decade also saw the annual addition of approximately 10,000 square feet of commercial and industrial floor space and the remodeling of several community shopping centers, strip retail facilities, and miscellaneous commercial buildings. Virtually all developments/additions were either "infill" in nature or constructed on underutilized older single-family detached properties or vacated public school, utility, or City parcels. Construction activity slowed somewhat in the early '90s because of the national economic recession, though by this time Covina's character had been firmly changed from a predominantly single-family detached community to a City with various housing types and many commercial and industrial facilities. (County development since 1980 has followed a similar pattern to that of the City: infill construction and some

intensification of residential and commercial properties in various areas.) Although predicting the extent of future growth is difficult, it is believed that regardless of the General Plan adopted by the City, there will be "moderate growth" pressures throughout the community. Therefore, the City should adopt a viable Plan that will guide and shape this growth in an appropriate fashion.

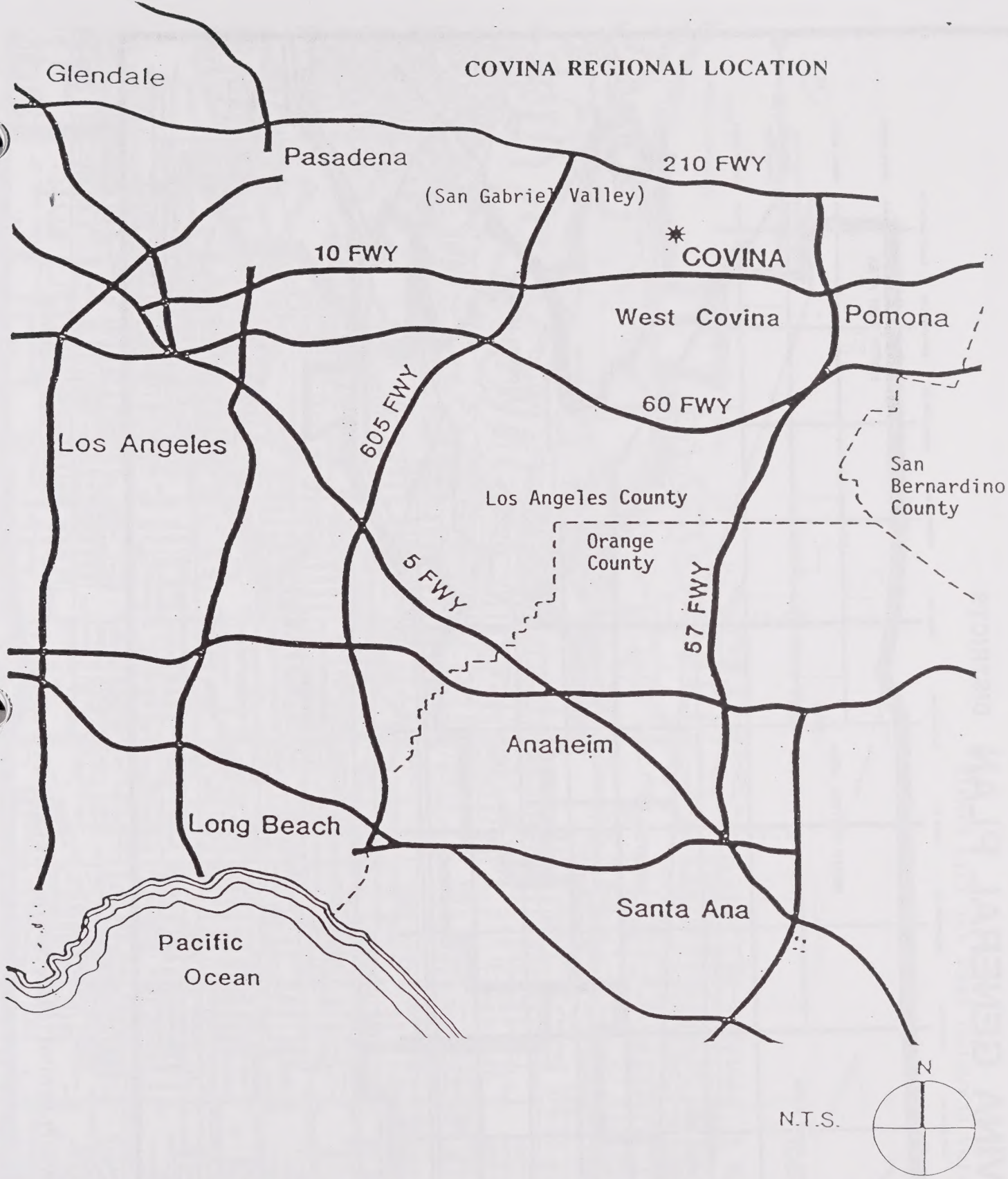
The Land Use Study also considers general plans of Covina's surrounding communities and the County plus plans from other agencies affecting Covina land use. Covina's present General Plan was adopted in 1971 and later updated on a piecemeal basis to include new State element requirements. Today, the Plan is deemed outmoded regarding its Planning Area boundary, content and organization, goals and policies, and, notably, its Land Use Plan hierarchy, intensity standards, maximum build-out potential, and allocation of uses. To resolve these deficiencies, the Study recommends modifying the revised Land Use Element in various ways, such as by changing land use designations in a few areas to better reflect existing development conditions and community desires, by incorporating appropriate policies and development intensities, and by streamlining the overall land use hierarchy. (Along with the City's General Plan, the Covina Zoning Ordinance, the chief land use implementation mechanism, which establishes key density and development standards, has been examined. Various changes are suggested here as well to improve the Ordinance as well as to achieve consistency with the new General Plan.) An analysis of the Los Angeles County General Plan revealed that, for the Covina area, the Plan is extremely general in nature and, therefore, would not be of much value for application to the City's revised Plan. Under current State law, county general plans cover incorporated communities, though do not control land use activity thereon.

The above-noted documents from other agencies affecting Covina land use pertain to four Southern California Association of Governments (SCAG) plans and various other proposals. The SCAG plans are the Growth Management Plan, the Regional Mobility Plan, the Air Quality Management Plan (developed in conjunction with the South Coast Air Quality Management District), and the Regional Housing Needs Assessment, all of which have been prepared in response to Federal and State statutes and as a means for addressing and meeting southern California's future population growth and related impacts, which transcend municipal boundaries. These proposals are comprised of voluntary and mandatory measures that aim to achieve related regional transportation, land use, and environmental goals and objectives. Covina intends to follow appropriate portions of the four plans to a reasonable degree. The other proposals, which the City also intends to implement in a reasonable, locally acceptable fashion, consist of: Metropolitan Transportation Authority Congestion Management Program, Countywide Integrated Waste Management Plan, Los Angeles County Hazardous Waste Management Plan, and National Pollutant Discharge Elimination System of Los Angeles Region Water Quality Control Board.

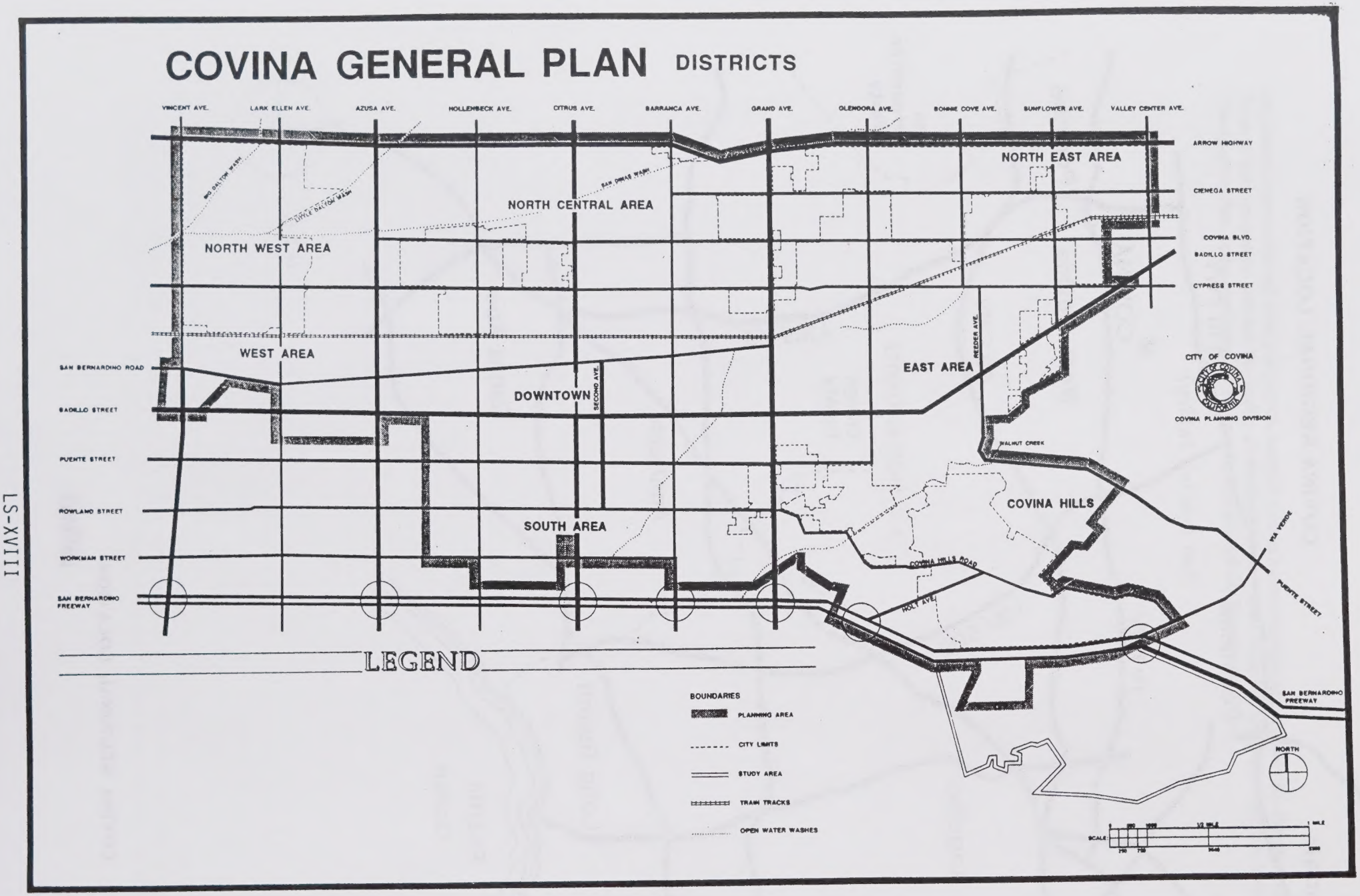
The Land Use Study concludes with two chapters that summarize all previously identified key land use related issues, including a discussion on input received in conjunction with various General Plan update citizen participation measures, and that present three land use scenarios for the revised Plan. Regarding the former section, some of the key issues include: maintaining Covina's small town/relatively low rise character, while accommodating moderate intensity uses in appropriate areas; preserving residential neighborhoods; promoting physical, social, and economic stability in the downtown and all other areas while minimizing blight and maintaining Covina's image; dealing with the perceived proliferation of apartments and condominiums/townhomes; dealing with illogical/conflicting land use situations; handling the City's park/open space deficiency; and maintaining and, where feasible, expanding commercial and industrial areas for economic development and related purposes. The above issues were ascertained through such measures as questionnaires, public forums, and a General Plan update committee.

The last chapter, as mentioned above, contains a discussion on three development scenarios for the revised Land Use Plan: the Status Quo/Existing General Plan (Scenario 1, Planning Area build-out population 78,131), the Moderate Growth alternative (Scenario 2, build-out population 71,254), and the High Growth alternative (Scenario 3, build-out population 73,909). Three growth scenarios are employed to adequately address State planning and environmental review requirements and to serve as a framework for discussion and analysis of future land use arrangements. It is recommended that the City follow the Moderate Growth Scenario to best address local issues and to best meet community needs. The Moderate Growth alternative, while generally following the same land use pattern of the Existing Plan, seeks to reduce overall apartment and condominium/densities, allow

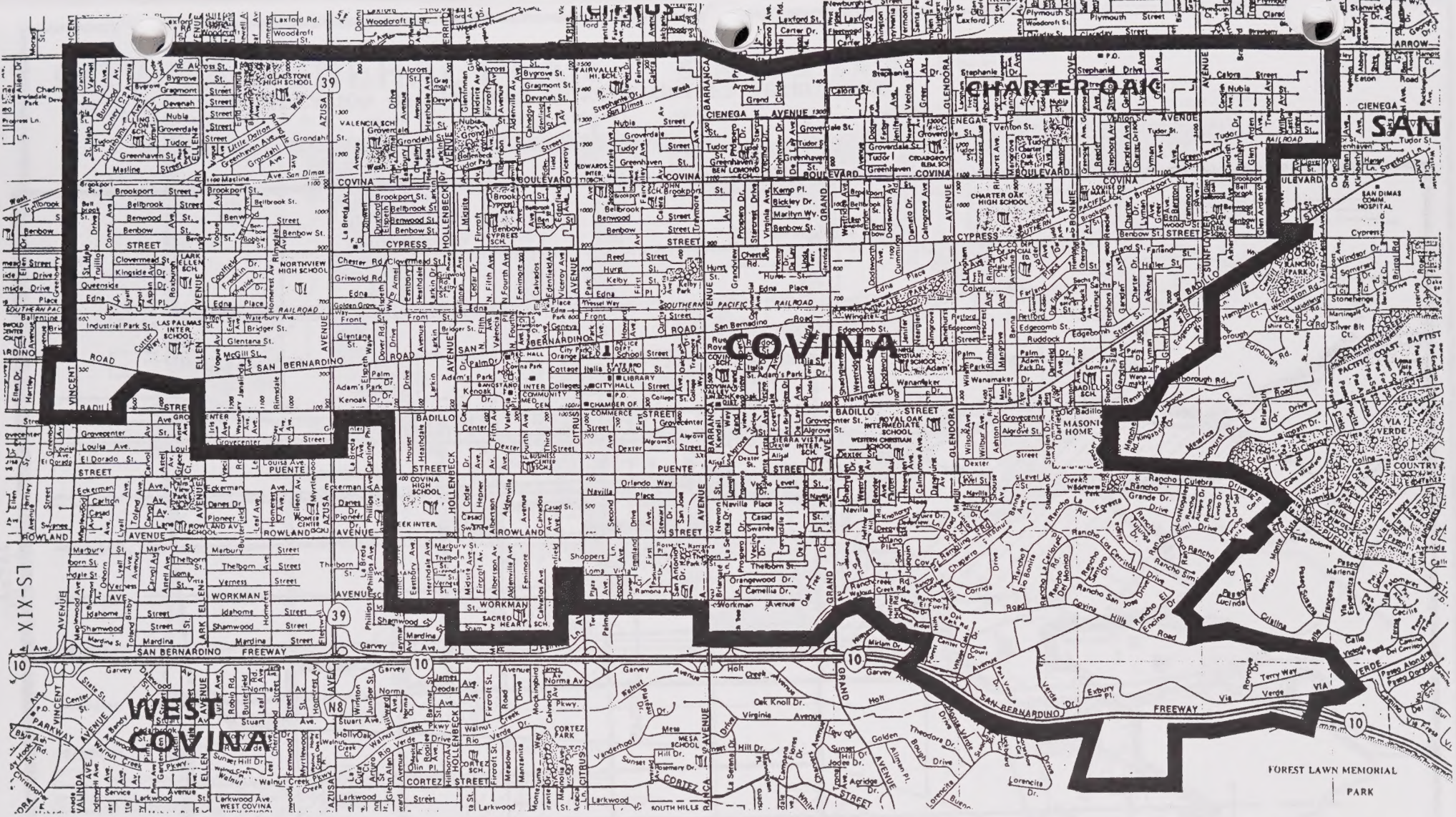
for limited commercial and industrial growth, maintain Covina's low-rise character, maintain the downtown as the focus of the community, enhance the quality of development, and abate illogical/conflicting land use situations. This chapter, then, is the foundation for the accompanying Land Use Element document.



MAP 1. COVINA REGIONAL LOCATION



MAP 2. COVINA PLANNING AREA MAJOR STREETS AND DISTRICTS



PLANNING AREA BOUNDARY

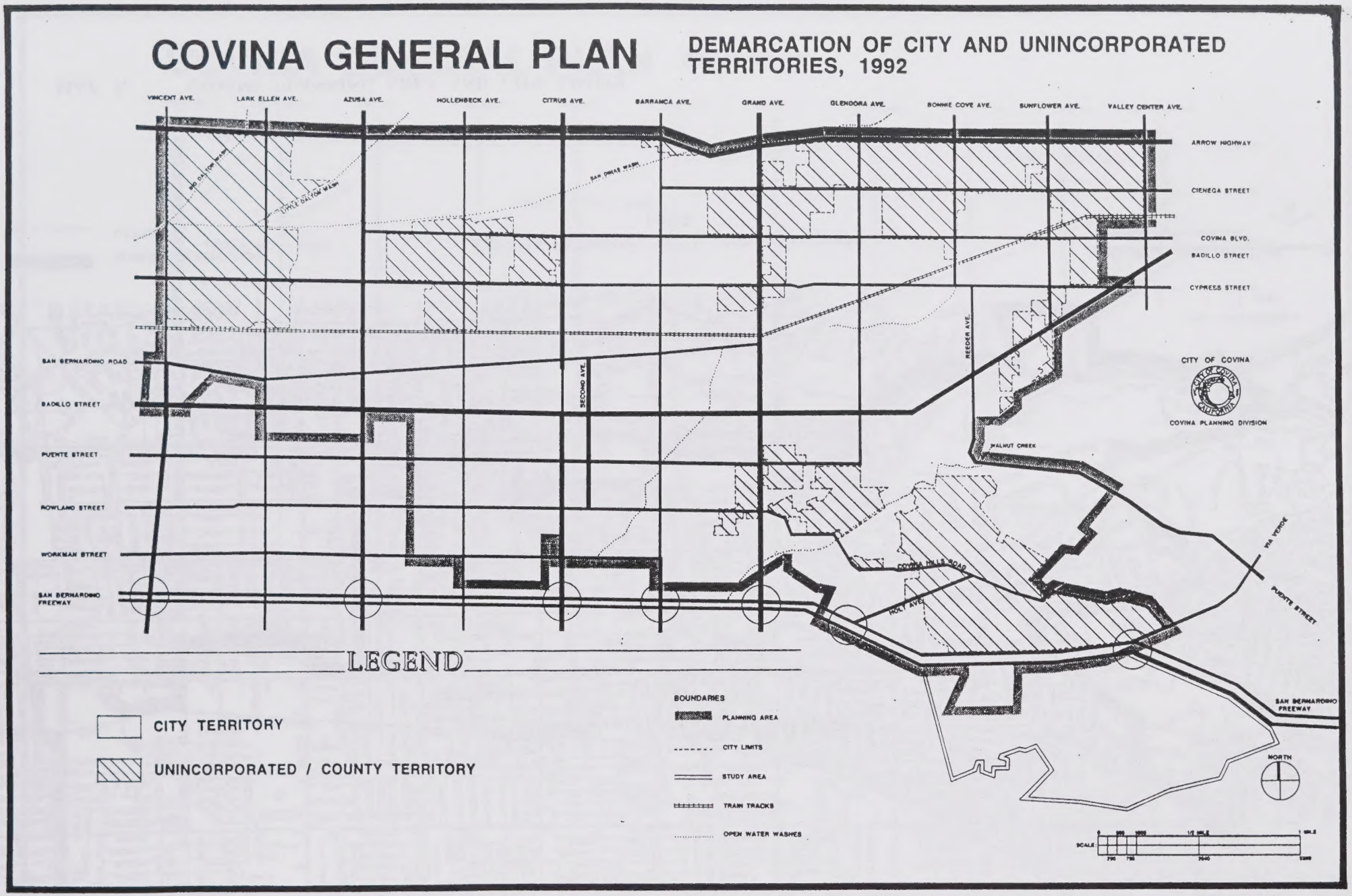
CITY LIMITS

COVINA PLANNING AREA AND CITY LIMITS
1992

0 Feet 1000' 2000' 3000' 4000' 5000'
0 Miles .5mi. 1mi. .5mi. 1mi.
0 Kilometers .5Km 1Km

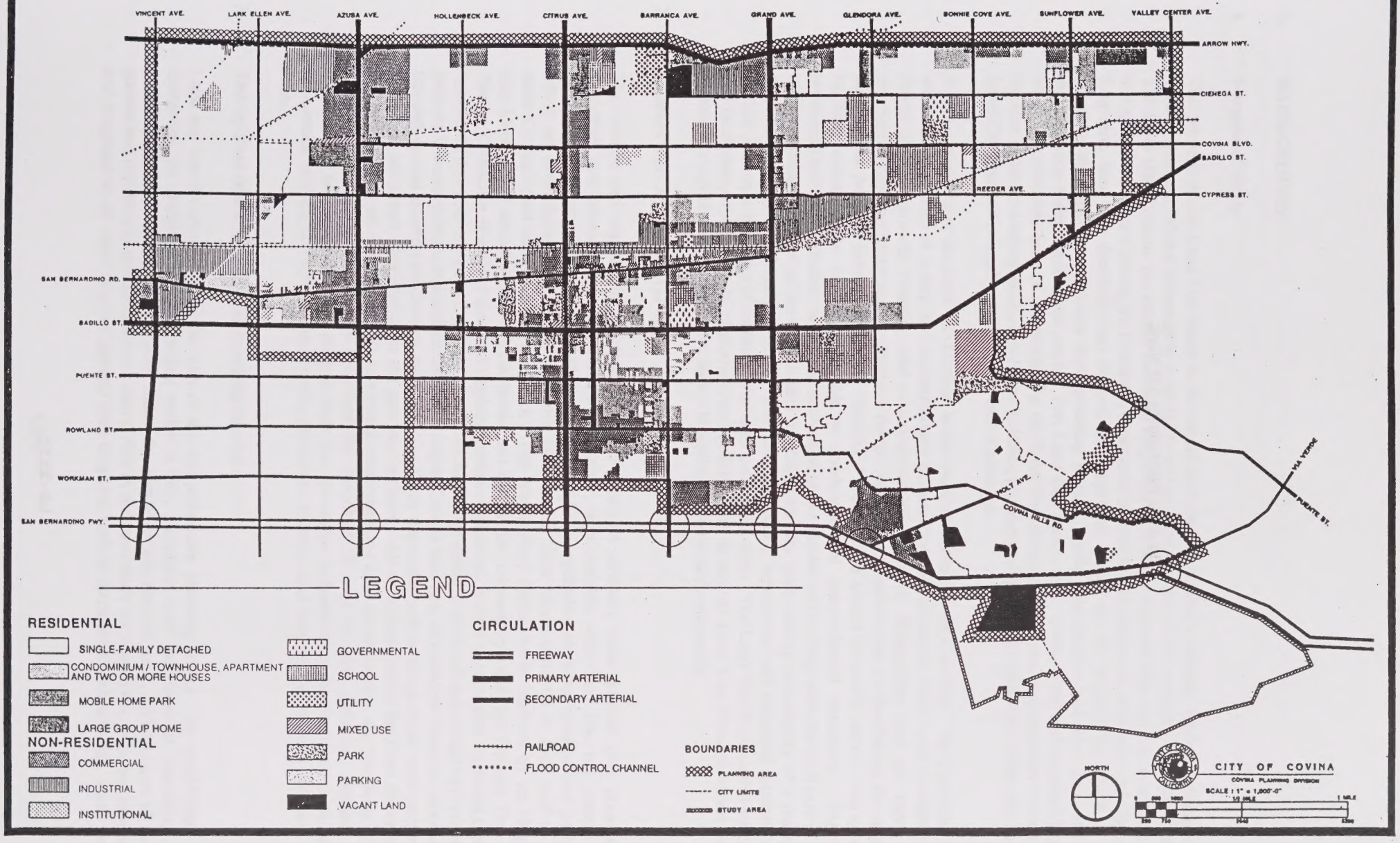
N

MAP 3. COVINA PLANNING AREA AND CITY LIMITS



MAP 4. DEMARCATION OF CITY AND UNINCORPORATED TERRITORIES

COVINA GENERAL PLAN EXISTING LAND USE



MAP 5. EXISTING PLANNING AREA LAND USE

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A. BACKGROUND

1. Purpose of Study

The purpose of the Land Use Study is to present and analyze Covina's existing land use situation and various land use-related information to establish a framework for the City's revised Land Use Element. The Land Use Element, the central and most frequently referenced General Plan chapter, correlates land use and related issues among all Elements, establishes a basis for development standards and short- and long-term land use decisions and actions, and therefore serves as the process by which a local government addresses and meets State planning statutes, goals, and policies and local land use- and development-related desires and needs. This Land Use Study, then, serves as the information/data and needs identification base or foundation for the Land Use Element document, a companion volume that focuses on future-looking goals, objectives, policies, programs, and the Land Use Plan. Thus, the Covina Land Use Element is legally comprised of two documents.

A key component of the Land Use Element is the above-mentioned Land Use Plan. The Land Use Plan, which is comprised of a map and accompanying explanatory text, identifies where and to what extent future physical growth, changes, and revitalization will occur by designating land use types with appropriate development intensity standards for all community properties and by distributing the uses in a manner that the City deems reasonable. "Intensity" standards, it should be noted, refer to two types of building concentration criteria applicable to residential and nonresidential structures. Regarding residential buildings, intensity means the correlation of the number of dwelling units for each acre of land and the average number of persons to each dwelling unit (for each density subcategory of a particular land use classification hierarchy, such as "low" and "medium"); commercial and industrial intensity refer to floor area ratio (the ratio of building floor area to total site area). The Land Use Plan itself is based on and implements related goals, objectives, and policies. All in all, the Land Use Element serves as the community's primary land use policy tool, a blueprint for physical development.

2. Content and Organization of Study

The content and organization of this Study are based on advisory State general plan preparation guidelines and common planning practice. Moreover, in accordance with State law, the content and organization presented herein are believed to best address applicable planning statutes and policies, which are promulgated through the California Government Code (Section 65300 et seq.), and to best meet Covina's land use conditions and needs. This introductory discussion is followed by ten chapters that identify and describe land use conditions and discuss the community's existing General Plan and Zoning Ordinance (the chief land use implementation mechanism, which is expanded on below), plans from other agencies affecting Covina land use, recent and probable City development activity, potential projects in surrounding communities that could impact Covina land use, and resident views as ascertained through various citizen participation methods. The Study concludes with a listing of the most important local land use issues identified from the previous sections. All above-mentioned land use information and observations are based on a City-conducted comprehensive land use inventory, the backbone of the Land Use Study. This inventory identified and described all uses by type, intensity, amount, and distribution. In addition to conforming to State law, the topics included herein are believed to facilitate preparation of General Plan document goals, objectives, policies, and programs as well as the Land Use Plan.

3. Theory/Function of Land Use in Planning Process

Land use can be thought of as the hub of the comprehensive planning wheel. By establishing use categories for different areas/properties within a city, correlated with development intensities and policies, the land use element not only charts the course for the amount, type, and location of future growth and community revitalization but also serves as the framework for objectives, policies, standards, and programs in all other required general plan chapters, such as circulation and housing. Land use is

particularly intertwined with the circulation, housing, and safety elements. There is a close tie to circulation, which establishes circulation and transportation systems and facilities, because a land use plan must be consistent with and bolstered by circulation and transportation components. In relation to housing, the land use element establishes the residential use categories and development intensities that serve as the foundation for the housing element and its State-required detailed implementation strategy, which generally must aim to preserve and construct dwelling units and maintain various housing programs. (Refer to the Housing Element and accompanying Housing Study for clarification). Moreover, the land use element is closely associated to the safety element in that the former must identify flood-prone or other potentially hazardous areas, which is an important consideration and expanded upon in the latter chapter.

The theory behind the land use process is to divide a community into different use categories to permit and accommodate various human activities, such as residential, retail, services, recreation, education, commerce, and industry. The amount, location, spatial distribution, and extent of land uses, the primary yardsticks upon which the built environment is studied, is determined by the existing development pattern, local conditions and practices, and community desires. In some jurisdictions, land use is also evaluated according to distinct areas or districts, such as a downtown. Covina's downtown, the Town Center, for example, is the primary distinguishable area. In general, until the 1970s, the land use element process tended to emphasize new growth and expansion. However, in recent years, as cities have matured, there has been an increasing emphasis on preservation and revitalization of older, existing uses.

A land use element evolves out of a complex process of analyzing existing uses and conditions, identifying issues and problems, eliciting the views of local residents and businesses, formulating goals, objectives, and policies, and drafting approximately three to five alternative plans or growth scenarios. From these alternatives, one "best" plan is selected and implemented through decision-making and actions. The three land use scenarios presented at the end of this chapter and illustrated on the accompanying maps, one of which is the recommended growth blueprint or proposed Covina Land Use Element, fulfill this obligation. Again, the recommended land use pattern considers heavily Covina's existing conditions, germane issues, and public input.

Land use goals, objectives, and policies and their resultant decisions guide not only the physical composition, appearance, and character of a community but affect economic, spiritual, and demographic factors as well. For example, the construction of a community shopping center on a vacant, commercial-designated site enhances a jurisdiction's image, bolsters the local tax base by providing jobs and generating sales tax revenue, fulfills consumer and business needs, possibly could generate spinoff commercial development or improve economic conditions in adjacent shopping areas, and may spawn nearby residential development, which would increase the area's population. Regardless of the type of development, the general plan-related impacts are thus more than physical. Therefore, the plan must also consider economic, social, and related factors to a reasonable degree.

4. City Location, Character, and General Information

Covina is located twenty-three miles east of downtown Los Angeles in the eastern portion of the San Gabriel Valley (see Map 1). The City is a mature, suburban community in which much of the local development occurred during the post-World War II building boom of the late 1940s and 1950s. Prior to the building boom, Covina was a major citrus-producing area. The City today is about ninety-eight percent built-out, though, in recent years, moderate development has occurred and is expected to continue as a result of "infill" construction and the redevelopment of aging, underutilized residential and commercial properties.

The character of the seven square mile municipality, which, as of 1997, is home to 46,452 residents, is one of predominantly low rise/low intensity residential, commercial, and light industrial uses. Single-family residential properties are the most common use. In addition, there are many commercial establishments, particularly community and neighborhood "strip" shopping centers, as well as an

abundance of small- to medium-size light industrial/manufacturing operations. The longstanding social and economic heart of the community is the downtown, which is centered around Citrus Avenue between Badillo Street and San Bernardino Road and is comprised of many small, vibrant commercial businesses (refer to Map 2). Recent downtown public and private improvements have made the district more attractive, functional, and pedestrian friendly. The local economy thus rests on a foundation of services and retail, light manufacturing, and governmental operations. Despite being in the middle of the generally developed east San Gabriel Valley, Covina's low rise character and historic, improved downtown have fostered a small-town atmosphere. The nearby San Bernardino and Foothill Freeways and Metrolink Commuter Rail Line link Covina to other areas of metropolitan Los Angeles.

Current major issues in the City are the continuing revitalization of the historic, architecturally significant downtown and various commercial properties, the enhancement of the local revenue and employment bases, the maintenance of the infrastructure and levels of various public services, the preservation and maintenance of private properties, particularly housing, and the expansion of the Metrolink Commuter Train Station. The City is also involved in conceptualizing and implementing innovative programs to bolster Covina's quality of life. All in all, Covina is a mature though dynamic community with a rich history and a prosperous outlook. Through public outreach activities and inter-departmental discussions, the above and other issues are addressed in the General Plan update process.

5. Covina Planning Area

The Covina General Plan covers a ten square mile Planning Area (see Map 3), which includes seven square miles of incorporated territory and a three square mile Sphere of Influence (refer to Map 4). The Sphere of Influence is unincorporated area that the Los Angeles County Local Agency Formation Commission (LAFCO) has designated for eventual Covina annexation. (LAFCO is a State mandated commission, working out of the County offices, that investigates and makes recommendations to the Board of Supervisors on territorial boundary proposals, such as sphere of influence changes, incorporations, annexations, and detachments. The purpose of LAFCO is to ensure the orderly change of jurisdictional boundaries for economic support, public service provision, and related reasons. When designating a sphere of influence for a particular area, LAFCO therefore considers, among other things, geographic relation to surrounding incorporated territory and whether services can be provided.) Although a general plan planning area can extend beyond a City's sphere (e.g., in a case where the community has an interest in area farther out than LAFCO's boundary), LAFCO recommends the conterminous demarcation of both regions.

Covina's Planning Area is bounded by Arrow Highway on the north and varies on all other sides. (See again Map 3.) The area is surrounded by predominantly developed portions of Azusa, Glendora, San Dimas, West Covina, Irwindale, and Los Angeles County. The unincorporated territory within Covina's Planning Area lies in the northwestern, northeastern, and southeastern sections plus in various pockets. (Refer again to Map 4.) The character and intensity of uses in the County areas is similar to the incorporated portions of Covina. The present (1997) population of the Planning Area is estimated at 61,452. As previously indicated, 46,452 of these residents live in the City.

Although the Sphere of Influence is considered in the General Plan update process, Covina City officials currently do not exercise regulation in or provide services to County residents and businesses. In terms of annexing unincorporated areas, the City's longstanding policy/practice has been to allow County property owners to decide their own jurisdictional preference. In other words, Covina City officials do not force land owners of unincorporated parcels to come into the City. This practice, which is also followed by the County government, unfortunately has resulted over the years in haphazard annexation patterns. It should also be noted that while many County property owners endorse annexation because of better representation, improved services, and better land use regulation, a great number of owners prefer to keep their properties unincorporated because of the belief that City administration would result in higher taxes and greater governmental control.

In the southeast corner of the Planning Area, a 143-acre "Study Area" is indicated. This property, which currently is being developed with single-family homes, abuts a vacant 52-acre parcel that recently was incorporated by LAFCO into Covina's Sphere of Influence. The Study Area has been designated to show City interest in the property and to establish a framework for future discussion and analysis. If the site is incorporated into Covina's Sphere of Influence, then the General Plan will be amended accordingly.

B. EXISTING LAND USE CONDITIONS - INCORPORATED AREAS

1. Land Uses - Types, Amounts, Distribution, and Intensities.

In order to best describe and analyze Covina's land use situation, a comprehensive land use and housing survey was conducted by City Planning Division staff. Through the utilization of various codes, the survey identified land use types, the number of residential complex units and complex densities, and, for nonresidential structures, the number of stories and floor area ratios (an intensity standard) for Covina's approximately 12,500 parcels. Vacant and major underutilized properties were also noted. The City's 11 inch by 17 inch base maps (same as the official Zoning Map) served as the medium for the survey. Land use and housing codes were then depicted graphically on a single City map (Map 5) and subsequently tabulated in the form of Table 1 below. Thus, Table 1 illustrates the type, quantity, and percentages of various land uses identified in the City. Later pages of this Study describe the land use categories and analyze the quantitative and spatial aspects of the uses.

TABLE 1. COVINA CITY LAND USE - 1992

LAND USE CLASSIFICATION	ACRES	PERCENT OF TOTAL LAND	RANK	PERCENT OF DEVELOPED LAND	RANK
1. ALL RESIDENTIAL	2173.9	(48.5)	-	(49.3)	-
a. SINGLE-FAMILY DETACHED	1816.9	40.6	1	41.2	1
b. SINGLE-FAMILY ATTACHED	100.9	2.3	7	2.3	7
c. MULTIPLE-FAMILY	212.1	4.7	5	4.8	5
d. MOBILE HOME	38	0.9	12	0.9	12
e. GROUP HOME	6	0.1	15	0.1	15
2. COMMERCIAL	430.5	9.6	3	9.7	3
3. INDUSTRIAL	169.8	3.8	6	3.8	6
4. INSTITUTIONAL	92.9	2.1	8	2.1	8
5. GOVERNMENTAL	21.2	0.5	13	0.5	13
6. SCHOOL	359.8	8.0	4	8.2	4
7. UTILITY	60	1.3	10	1.4	10
8. MIXED USE	44.2	1.0	11	1	11
9. PARK	64.7	1.4	9	1.5	9
10. PARKING	10.5	0.2	14	0.2	14
11. ALL VACANT	66.9	(1.5)	-	-	-
a. BUILDABLE	63.9	1.4	9	-	-
b. UNBUILDABLE	3	0.1	15	-	-
12. PUBLIC RIGHTS-OF-WAY	985.6	22.0	2	22.3	2
TOTALS	4480.0	100.0	-	100.0	-

Table 1 illustrates that Covina has a variety of land uses, which are described, discussed, and analyzed below, and that virtually the entire City (98.5%) is built upon. Approximately one-half of the developed area is devoted to residential uses, while slightly more than one-fifth of the community consists of public rights-of-way (i.e., streets, flood control channels, and a railroad line). The other high percentage land use categories are commercial (9.6%), school (8.0%), and industrial (3.8%). Only 1.4% of the City is utilized for park purposes, a relatively low figure that is addressed in detail on page 14 below and in Sections "K" and "L". Covina's land use patterns, as indicated here and described below, are well established and well defined. The community, like nearby cities, was founded in the late 19th Century and functioned primarily as a citrus growing area until shortly after World War II. The post-War era saw

the development of large-scale residential subdivisions and commercial and industrial properties and forever transformed Covina's character to a prosperous, balanced (in terms of residential and nonresidential uses) suburban city. Over the years, Covina grew as a result of general development, redevelopment of underutilized or low-intensity properties, and County annexations. Today, from a land use standpoint, Covina is a mature community, though one with continuing opportunities for the future.

In order for the above City land use data to be meaningful and easily comparable to other cities, land use percentages have been computed on both total and developed land bases. Because Covina has little vacant land, the respective land use percentages are similar. Despite being predominantly built-out, however, as explained below, Covina will experience future growth from currently underutilized residential parcels and certain underdeveloped commercial and industrial properties.

The following table illustrates how Covina's land use percentages compare to those of a few surrounding communities.

TABLE 2. COMPARISON OF SELECTED COVINA LAND USE PERCENTAGES WITH THOSE OF SURROUNDING CITIES*

LAND USE CATEGORY	COVINA	AZUSA	GLENDORA	SAN DIMAS	WALNUT	WEST COVINA	BALDWIN PARK	LA PUENTE	ALHAMBRA	TEMPLE CITY	UPLAND	ONTARIO	MONTCLAIR
SINGLE-FAMILY DETACHED	40.6	15.9	61.6	34.7	75	N/A	N/A	62.9	48.1	67	51	19.6	29
MULTI.-FAM. & MHP	7.9	8.3	2.3	2.3		N/A	N/A	6.3	19.4	18	10.6	3.7	6.7
COMMERCIAL	9.6	5.8	2.8	1	3	N/A	9	4.1	7.4	6	6.8	13.7	9.3
INDUSTRIAL	3.8	12.4	0.5	3.1	2	N/A	13	4.6	6.3	2	8.2	10.6	7.5
INSTITUTIONAL	2.1	N/A	0.8	N/A	N/A	N/A	N/A	11.7	N/A	6	N/A	N/A	N/A
GOVERNMENTAL	0.5	N/A	0.3	N/A	N/A	N/A	N/A	0.6	N/A		N/A	N/A	N/A
PUBLIC PARK	1.4	N/A	7.2	40.1	4	N/A	N/A	2.9	N/A	1	N/A	2.4	1.5

* Notes

1. N/A - data not available.
2. Refers to percent of total land.
3. In some cases, minor adjustments have been made to numbers to clarify comparison to Covina scheme.
4. Information obtained from community general plans and telephone interviews.
5. MHP - Mobile Home Park.

Comparing other cities' percentages to Covina, some similarities though major differences are revealed. The purpose of Table 2 is to highlight these conditions only, not to attempt to create any type of "model" distribution. In fact, according to generally accepted planning theory, model land use breakdowns do not exist because of varying conditions and circumstances among jurisdictions (e.g., local planning and zoning decisions, physical geography, topography, location and accessibility, land markets, demographics, history, and boundaries). But despite the table's limited utility, the information does clarify Covina's land use percentages in relative terms.

Referring back to Covina's identified land use categories, the following discussion defines these categories and provides a framework for later analyses. Refer to the Existing Land Use Map (Map 5) for a visual description as to where the land uses are distributed. Also, the accompanying Housing Element should be referenced for housing unit distributions and conditions.

a. Residential - Single-family detached

This classification constitutes 83.6% of all residential land uses, which equates to 40.6% of the total City use distribution, and is indicative of Covina's "bedroom community" character that was established during the post-World War II building boom. During this period, which generally lasted from to late '40s through the '60s, virtually all housing construction consisted of single-family detached dwelling units. However, the development of many condominium, townhouse, and apartment complexes in the '70s and '80s somewhat diminished the magnitude of this character. Although Covina is, again, predominantly a residential community, the relatively large percentage of commercial and industrial areas (shown on Table 2) and relatively high jobs to housing ratio (explained in Housing Element) also point to a "balanced" municipality from an economic development standpoint. In other words, the adult daytime and nighttime populations are similar.

Detached housing, which is defined here as an individual dwelling unit on a single lot, pervades in all areas of the City. The detached dwelling units in Covina generally front on local or collector streets, as opposed to the larger thoroughfares. Typical properties consist of 1950s through 1970s era 1,300 to 1,800 square foot ranch-style houses on 6,500 to 8,000 square foot lots. House and lot sizes in the hilly southeastern part of the City or Covina Hills (i.e., south of Puente Street and east of Grand Avenue) generally are a little larger (10,000 - 20,000 square feet). The typical lot sizes mean that densities for most single-family detached Covina neighborhoods range from 4 to 6 units for each acre. (Again, as stated above, all residential building intensities used in this Study and throughout the General Plan refer to NET densities, which do not include dedications made for streets or public rights-of-way.) Toward the southeast, there are several neighborhoods in the 1 to 3 density category. It is noted, however, that since the '80s, because of rising land values, decreasing amounts of vacant land, and other factors described below, several "small lot" subdivisions, with lot sizes around 3,500 to 5,000 square feet, have been constructed.

b. Residential - Single-family attached

For purposes of this Study, single-family attached means condominium and townhouse complexes (or multi-unit, generally owner-occupied residential facilities). These developments, which first appeared in the 1970s, were spawned by a combination of favorable zoning designations and standards, market demand, and density intensification pressures associated with decreasing vacant, developable land and rising property values. In the '80s, most residential construction in Covina consisted of single-family attached and multiple-family or apartment units (discussed in the next section). Today, condominiums and townhouses constitute about 5% of all residential land use.

Single-family attached complexes are located in various parts of the community. In some areas, such as the vicinity of Sunflower and Cienega Avenues, there are pockets of condominium and townhouse uses. However, many condominium and townhouse complexes are situated in single-family detached neighborhoods, surrounded by few, if any, similar developments. Until the late '80s, this type of siting

was considered acceptable. However, today, because of greater City adherence to State General Plan and Zoning consistency requirements and because of differing community desires, an encroachment of this sort is scrutinized more carefully. Covina's single-family attached complexes range in size from 3 to 108 units, though most complexes are in the 20 to 50 group and are two stories in height. Virtually all condominium and townhouse densities are between 11 and 15 units for each acre. Therefore, the character of such developments is strictly medium density.

c. Residential - Multiple-family

Multiple-family refers to rental-oriented housing of all sizes (i.e., everything from duplexes to large 100-unit apartment complexes), two or more single-family detached units on an individual lot, and parcels with a combination single-family house and multiple-family structure. Covina's first apartments were constructed in the late '50s and proliferated over the next thirty years because of the same reasons condominiums and townhouses flourished (i.e., favorable zoning and market conditions and a combination of decreasing developable land and increasing land values). Exactly 4.7% of Covina's land use (9.8% of all residential areas) is utilized for multiple-family purposes.

Multiple-family housing generally is located in and around the downtown, in a few enclaves, such as around Covina Boulevard and Lyman Avenue and West San Bernardino Road, in various apartment clusters, and in some predominantly single-family detached neighborhoods. These latter apartments were either annexed from the County or, as was the case with the condominiums and townhouses discussed above, approved by City staff at a time when land use compatibility issues were not considered as greatly as they are today. Covina's multiple-family housing varies in size from duplexes to large complexes with 200 or so units, though a majority of the developments are in the 3 to 50 range. Most of Covina's apartments in the downtown, an area whose single-family character diminished greatly in the '70s and '80s, are relatively small to medium size (i.e., 3 to 20 units). For the overall City, densities commonly run from 15 to 30 units for each acre, though there are a few 1960s and '70s-era complexes in the 30 to 40 range. Virtually all apartments in Covina are one and two-story structures. (Only seven of the City's approximately 515 apartment complexes have three stories.) Therefore, depending on the neighborhood, the character of Covina's multiple-family uses runs from medium to high density. Some areas have a mixture of the two.

d. Residential - Mobile home

There are five mobile home parks in Covina. Just under 1% of the total land is devoted to this use. Four of the five mobile home parks are situated along major roads, and they are adjacent to all types of uses (i.e., residential, commercial, and industrial). Covina's mobile home complexes were established in the '50s, when there was an abundance of flat, vacant land. The complexes range in size from 20 to 252 coaches on land that varies from 1 to 20 acres. Most densities, then, are in the area of 10 to 17 units to the acre.

e. Residential - Group home

This category refers to five nursing/convalescent homes, a shelter for abused women, and a home for retarded teenagers. The seven facilities, which are spread out in different parts of the City, constitute a mere .1% of Covina's area. Most of Covina's nursing homes have between 60 and 125 beds and range in size from .5 to 2 acres. Densities, then, generally are around 45 to 80 units for each acre. However, the densities are not readily comparable to those for multiple-family and single-family attached housing because of the different nature of the two uses. Nursing homes, it should be noted, are permitted in certain commercial office zoning districts. Therefore, this type of use is actually both commercial and residential in character.

f. Commercial

Covina has a variety of commercial uses (e.g., retail, office, and service businesses) that serve both local and San Gabriel Valley area patrons. According to the land use inventory, 9.6% of Covina's land is used for commercial purposes. Next to the residential and public rights-of-way classifications, the commercial category constitutes the highest percentage. This factor is reflected in the City's relatively high sales tax revenue, which, per capita, is greater than any other city in the San Gabriel Valley.

Covina's commercial uses generally are strewn along the major streets and physically separated from residential properties by building setback, architectural treatment of structures, landscaping, drive aisles, and/or block walls. Although the City has not been able to incorporate major buffers, such as greenbelts, the long-employed design-related strategy has worked reasonably well in minimizing land use conflicts in Covina.

The type and character of the commercial developments vary. For example, there are many retail-oriented community shopping centers and neighborhood convenience centers or mini-malls at major intersections and large-store specialty retail establishments at mid-block locations. Community shopping centers are typically on 7 to 12 acre sites, and the neighborhood centers often occupy 4,000 - 7,000 square foot lots. Development intensities (floor area ratios) for both types of uses generally range from .2 to .4. There are also many strip commercial centers, office buildings, eating establishments, gas stations, automotive sales and repair uses, and other businesses on the major streets, the sizes of which differ tremendously but whose intensities are usually also around .2 to .4. Longstanding City policy has called for the preservation of all commercial activities for economic development purposes.

The community's retail, office, and service establishments are often spatially close or intermixed. Much of this has occurred because of the permissive land use structure of Covina's existing General Plan and because of Covina's Zoning Ordinance, which, for example, allows some office and service functions in generally retail-oriented zoning districts. Nevertheless, this has not posed a major physical or planning problem nor deprived the City of sales tax revenue. (The bulk of the uses in all shopping centers are retail.) Moreover, the commercial character for all uses, except for the downtown, is the same: one and two story buildings with generally .2 to .5 floor area ratios. Most of the structures that are two or more stories are occupied by professional offices. Again, other than the downtown, there are only about five commercial office buildings in the three to four story range. Over the years, the City has sought to limit commercial--as well as residential--building heights to preserve Covina's small-town atmosphere. Some professional office floor area ratios (FAR's), particularly in the Village Oaks Business Park, located around Garvey and Holt Avenues in the southeastern area, are in the .5 to .8 range.

In the downtown, however, many commercial FAR's vary from 1 to 3. This is because the downtown, the oldest part of the community, was developed in an era when commercial properties covered most or all of their respective lots and on-site parking was not considered or required. Nowhere is this more evident than on Citrus Avenue, where typical floor area ratios are around 2. Many buildings here have retail uses at the ground level and offices above, as permitted under the Zoning code. Moreover, the Inter-Community Medical Center complex, which is two blocks west of Citrus Avenue in the downtown, has a three-story building and is a relatively high intensity (1.5 - 2 FAR) use facility. One of the City's highest concentration of professional offices is in the downtown area. Also, in recent years, because of the presence of the hospital, the City has attempted to concentrate medical activities in the downtown as well as in other office-oriented districts to enable the general shopping blocks (e.g., along Citrus Avenue and Badillo Street) to absorb as many retail uses as possible. Herein lies a key City economic development-related land use policy (for the downtown and citywide): direct medical and dental offices to appropriate areas, while facilitating sales tax generation and employment promotion in the retail-oriented properties and districts. Referring back to the downtown, the medical offices in and around the Inter-Community complex also generate patrons for downtown retail businesses.

g. Industrial

Exactly 3.8% of Covina's land is used for industrial purposes. In Covina, "industrial" means light manufacturing, warehousing, storage, processing, and related administrative office functions. Various types of automotive repair uses are also permitted. Most of Covina's industrial properties are strewn along or near different portions of the Metrolink Commuter Rail Line (formerly the Southern Pacific Line) and portions of San Bernardino Road, between Citrus and Grand Avenues, and Arrow Highway, near Barranca Avenue.

Covina's industrial areas are comprised of four 5- to 38- acre architecturally-unified industrial parks and pockets with various types of small- to medium-size manufacturing/processing, automotive repair, automotive body and fender shops, and other developments. Lot sizes within the industrial parks generally range from .5 to 1.5 acres, with varying business square footages; in the other areas, such as along East San Bernardino Road, lots are typically around .5 to 3 acres. In terms of the relation to residential and other sensitive land uses, none of Covina's industrial areas have buffers per se but are set back and screened in accordance with Zoning and design standards. In some cases, unfortunately, this land use arrangement has led to minor industrial noise, odor, and/or other disturbances impacting adjacent blocks. (In recent years, the City has tried to deal with this situation through enactment of a Noise Ordinance and greater adherence to generally accepted land use practices and established codes when reviewing development requests.) The industrial developments are slightly more intense (generally .4 to .7 floor area ratios) than the commercial uses because of less restrictive parking requirements. However, the character of the structures (predominantly one-story) is similar to that of the commercial buildings.

As is the case with commercial areas, the City's longstanding industrial land use policy/practice has been to preserve and maintain the industrial-designated properties for employment and other economic-development-related purposes. Today, some City officials believe that the amount of industrial land (again, 3.8%) is insufficient for a community of Covina's type, population, and location. Specifically, Table 2 above indicates that several surrounding communities have higher industrial concentrations. (The matter of preserving existing industrial areas is discussed in more detail below.)

h. Institutional

"Institutional" in this survey means hospitals, churches and any ancillary schools, and group meeting halls and facilities. Just over 2% of the total land in Covina is used for this purpose. Institutional uses, which are spread out all over the City, are comprised of two regional-oriented hospitals (Inter-Community and Charter Oak, located, respectively, at 250 West San Bernardino Road and 1161 East Covina Boulevard) and a major medical clinic (Magan, at 420 West Rowland Street), thirty churches, and three miscellaneous group facilities. Institutional lots or pockets are found in all types of residential and commercial neighborhoods. The highest concentration of such uses are in and around the downtown.

Church and group facility sizes and intensities are, respectively, generally under 2 acres and .25 floor area ratio. The three hospitals each cover the most territory. Inter-Community is the largest site, approximately 12 acres, and, at 1.5, it has the highest FAR. The hospitals and most churches and group facilities are located along major streets.

i. Governmental

Governmental facilities in Covina consist of properties owned and operated by the City of Covina and other government agencies. Although governmental properties comprise only .5% of the community's land use, such facilities serve important administrative and public safety functions. Covina municipal properties include various facilities both in and out of the downtown. Operations conducted in the downtown are: the City Hall (125 East College Street), Fire and Police complex headquarters (400-444 North Citrus Avenue), and Library (234 North Second Avenue). The facilities situated elsewhere

include: the Parks and Recreation Department offices (at Hollenbeck Park - 1250 North Hollenbeck Avenue), the maintenance yard (534 North Barranca Avenue), and two fire stations (807 West Cypress Street and 1577 East Cypress Street).

Non-City governmental properties include the State Board of Equalization (233 North Second Avenue), two Post Offices (545 North Rimsdale Avenue and 170 East College Street), and the Covina Valley School District headquarters (519 East Badillo Street). The governmental intensities generally are under .6 and therefore similar in character to most commercial uses. In addition, governmental facilities are located throughout the community in both residential, commercial, and industrial areas and generally have not posed any conflicts with adjacent uses, such as single-family residences.

j. School

Covina's public and private primary and secondary schools make up 8% of the community's land uses, the fourth highest percentage. The City's two school districts, Covina Valley Unified and Charter Oak Unified, have three high schools, three intermediate schools, and eight elementary schools. There are also two private educational facilities operated by Sonrise Christian School.

Elementary and intermediate schools typically are around 9 to 15 acres, and the high schools' acreage figures range from 36 to 41. The schools are situated all around the City (see Existing Land Use Map for locations) and are adjacent to all types of land uses. Generally, they have at least one side abutting a major street. No land use conflicts have been identified. In recent years, because of declining enrollments associated with demographic changes, several schools and/or portions thereof have closed and have been converted to residential uses. This practice has provided the City with additional housing opportunities, though will be examined closely in the future to ensure continuing adequacy of school capacity.

k. Utility

This category covers offices and facilities related to water, electric, gas, and communication service suppliers and portions of flood control channels. Exactly 1.3% of the City is utilized for utility-related purposes. These facilities are located all around the City and in both residential, commercial, and industrial neighborhoods. A noteworthy fact is that of the 60 acres devoted to this use, about two-thirds of the area consist of two flood control spreading grounds, Ben Lomond (22.4 acres) at the southwest corner of Arrow Highway and Barranca and Walnut Wash (16.8 acres) at the eastern terminus of Workman Avenue. Because of the size and nature of these two areas, when the General Plan Land Use Map is prepared, an open space-type designation may be appropriate.

l. Mixed use

Mixed use, as applied here, refers to two or more different use types on the same lot or property, such as commercial businesses and apartments, regardless of whether the uses are spatially separated and permitted by Zoning. Staff believed it would be appropriate to include this classification because although mixed uses are not directly addressed in the previously discussed categories, their existence, as well as potential mixed use activities, warrants evaluation in the General Plan update land use formulation process. Covina's mixed use situations generally have evolved out of nonconforming properties (refer to Housing Study for clarification), County annexations, and previous City land use decisions. As described above, Covina grew during the post World War II period in a manner typical of other suburban areas--horizontal separation between residential and nonresidential districts. Therefore, with the below exceptions, Covina does not have any mixed use arrangements.

Covina's existing mixed uses are listed below in order from largest to smallest properties.

1) 1650 East Old Badillo Street - Masonic Home

-Mason meeting/social facility and senior citizen living quarters, 29.5 acres.

-Surrounding area is low density residential.

2) 1101 North Azusa Avenue - Covina Commerce Center.

-Commercial (retail and auto repair) and industrial (self-storage) together, 3.2 acres.

-Surrounding area is commercial and mobile home park.

3) 1009 - 1015 North Citrus Avenue

-Commercial (restaurant and car wash) on same lot as industrial (auto storage), 2.1 acres.

-Surrounding area is commercial and low density residential.

4) 576 South Grand Avenue

-Commercial (office building) on same lot as single-family detached unit, 1.7 acres.

-Surrounding area is (predominantly) single-family detached and commercial.

5) 1108 - 1114 West San Bernardino Road

-Commercial (restaurant) and 32-unit apartment complex are on the same lot, 1.7 acres.

-The character of the neighborhood accommodates both uses in that the property is surrounded by commercial buildings and apartments.

6) 129 - 133 & 151 West Badillo Street

-Two adjacent properties with commercial (retail and service) and residential uses. 129-133 has 49 upper units and there is a single-family home in back of 151, 1.4 acres (both).

-Surrounding area is commercial (retail and office) and parking lot.

7) 1139, 1151 & 1241 West San Bernardino Road

-Each address corresponds to a single lot, and each has a converted office together with a single-family residence, 1.3 acres total. (They are grouped together because the cases are similar.)

-Surrounding area for all 3 lots is commercial (office), single-family detached, and multiple family.

8) 236 East Arrow Highway

-Refrigerator service and sales (commercial) on same lot as single-family residence, .9 acres.

-Surrounding area is industrial, commercial (auto repair), and school.

9) 626-636 San Bernardino Road

-Commercial (thrift shop) and special education facility on same lot as single-family residence, .7 acres.

-Surrounding area is predominantly commercial.

10) 705 East San Bernardino Road

-Commercial (auto repair) on same lot as house, .6 acres.

-Surrounding area is commercial and industrial.

11) 223 - 225 North Citrus Avenue (in downtown—refer to below evaluation for discussion of potential additional mixed uses in this district)

-Commercial (restaurant/bar) in same building as 22 unit apartment, .2 acres.

-Surrounding area is commercial (retail and service).

12) 309 West San Bernardino Road

-Commercial (converted office) on same lot as detached unit, .2 acres.

-Surrounding area is commercial (office), single-family detached, and park.

13) 128-132 East College Street

-Utility (Gas Company office) on same lot as commercial (retail store), .2 acres.

-Surrounding area is commercial.

14) 650 South First Street

-Commercial (converted office) on same lot as detached dwelling unit, .2 acres.

-Surrounding area is commercial and multiple-family residential.

15) 116 School Street

-Commercial (eating establishment) on same lot as industrial (electrical repair and contractor), .1 acres.

-Surrounding area is governmental and commercial.

Mixed uses compose just under 1% of Covina's land uses and are prevalent generally on small lots. The main exception is the Masonic Home site, which constitutes 70% of the total. Mixed uses can be found in all areas of the City, and 12 of the 15 cases involve residential and nonresidential uses. Also, virtually all properties have a commercial activity. Most mixed use cases have existed for many years, their evolving, as mentioned above, through City approval, nonconforming status, or annexation. Land Use Element policies will have to deal with these situations in an appropriate manner. Today, mixed uses are permitted only in the downtown commercial zones (TC-C and TC-P) on a very limited basis, which is when a dwelling unit is on the third floor and is used in conjunction with a ground level business.

Although to date no uses have formally gone through the applicable approval process, as explained below, mixed use proposals may flourish in the future in this unique area.

The downtown appears to be suitable for better promoted/expanded mixed use activities (particularly commercial on the ground floor and medium to high density apartments above) because of the type and scale of existing development, proximity to services and the recently-opened Metrolink Commuter Rail Line Station, and compatibility with ongoing downtown revitalization activities. In fact, regional agencies such as SCAG and the Metropolitan Transportation Authority (MTA) and South Coast Air Quality Management District (AQMD) currently advocate medium to high density housing and mixed uses around transportation terminals to reduce traffic congestion, air pollution, and lost time and individual driver costs associated with single-occupant commutes. Thus, the City may wish to permit mixed use developments in this district to fulfill these regional environmental objectives as well as to bolster above mentioned local downtown vitality and stability. One strategy worthy of consideration, which has been frequently suggested to the City, is a "livable cities" concept, whereby persons of all ages, including Metrolink-dependent working professionals, would live in attractive, functional multiple-family complexes built above pedestrian-oriented commercial uses. Such persons could thus live and shop within close proximity and have direct access to distant labor markets via the Rail Line. Therefore, mixed uses warrant consideration and study in the land use formation process.

m. Park/Open space

Covina does not have a great deal of parks and open space. This is apparent by the fact that only 1.4% of the total land area (64.7 acres) is used for this purpose, as opposed to much bigger percentages in surrounding communities (for example, refer to Table 2 for clarification). According to the National Parks Association, cities like Covina should have approximately 2.5 to 4 acres of park for each 1000 residents (which for the City equates to between 116 and 186 acres) to serve the recreation needs of their citizens. The Covina ratio presently is only 1.4.

This classification consists of 10 City parks (between 1.5 and 15 acres with various amenities and recreational facilities) and two City-leased ballfields in secondary schools. The computation of park/open space does not include a regional equestrian trail, which runs in the southeastern portion of the City. See the Existing Land Use Map and the Natural Resources and Open Space Element background sections for, respectively, park locations and facility specifics.

Covina's parks or recreational facilities generally are located in or near the central portion of the community. There are no playgrounds, the backbone of any park system, west of Hollenbeck Avenue, or, except for Wingate Park, east of Grand Avenue. Although many neighborhoods are not adequately served by parks, there are many schools that can or currently do alleviate the deficiency. (The Natural Resources and Open Space Element focuses in more detail on this shortfall.) All of the parks are in residential, commercial, and/or institutional areas, and no land use conflicts have been identified.

In an attempt to mitigate the City's parkland deficiency, the Covina Parks and Recreation Department, in recent meetings with Planning Division personnel, has indicated its desire to pursue a 2.0 acres to 1,000 resident ratio (as opposed to the current 1.4). Such a policy would require implementation of some type of ambitious program, the land use implications of which would of course warrant careful analysis. This matter is discussed further in Section "C" below, and, as previously indicated, analyzed in the General Plan chapter on natural resources and open space matters.

In addition, there are two horse trails in the southeastern portion of the community. One runs along Walnut Creek and connects the Puente/Reeder neighborhood to Grand Avenue, just north of the San Bernardino Freeway. The other trail branches off from this path near Grand and extends through the western terminus of the Village Oaks office complex. (See existing Land Use Map and Natural Resources and Open Space Element for details.) Both paths are segments of the regional Peter F. Shabarum Equestrian Trail, which runs from San Bernardino City to Seal Beach in Orange County.

Although the two Covina horse trails are functionally viable, they serve only a small segment of the local population, persons with horses. Parks and horse trails constitute most of Covina's recreational facilities. (There is additionally a limited network of bikeways in the City, which is described in the Circulation Element.) It should be noted that the horse trails are administered by Los Angeles County.

n. Parking

This category includes public or private parking lots not directly serving an abutting use. Most of the lots are located in the downtown and are owned by the Parking District, a special assessment district funded by downtown property owners and empowered to acquire land for and develop and maintain parking lots. (Because there is less off-street parking in the downtown, a parking district was established in the 1950's by property owners as a mechanism for raising funds to develop needed parking and to give new and prospective businesses special consideration in meeting the City's general parking requirements.) A mere .2% of the land is devoted to this use, and the parking lots are primarily in commercial areas. It is anticipated that District parking facilities will expand or new ones will be constructed in the future, though as of this writing specifics are unknown. The downtown parking situation is also clarified in the Circulation Element.

o. Vacant land - Buildable

The land use inventory identified 66.9 total acres of vacant land, 63.9 acres or most of which the Planning Division has determined to be "buildable." Buildable means that a property's location, topography, physical features, and access are conducive to development. This classification, which represents 1.4% of all land uses in the City, refers to both entirely vacant properties and portions of particular large lots that are undeveloped. It should be noted that as of this writing, development plans have been submitted for some of the vacant sites.

In order to best clarify Covina's vacant land situation, the undeveloped, buildable properties have been grouped below according to their current Land Use and Zoning designations. Also, refer to the Existing Land Use Map for clarification on the location of all vacant sites.

TABLE 3. BREAKDOWN OF VACANT, BUILDABLE CITY LAND

LAND USE CATEGORY*	ACRES	PERCENT	RANK
1. SINGLE-FAMILY DETACHED	8.4	13.1	4
2. SINGLE-FAMILY ATTACHED AND MULTIPLE FAMILY**	13.1	20.5	3
3. COMMERCIAL	27.7	43.4	1
4. INDUSTRIAL	14.7	23.0	2
TOTALS	63.9	100.0	

*It should be noted that the current General Plan and Zoning Ordinance do not have separate categories for Institutional, Governmental, and Utility activities. It is possible that these uses could be developed in areas corresponding to the four categories.

**The current General Plan and Zoning Ordinance do not differentiate between Single-family attached and Multiple-family. The uses are similar.

The following discusses Covina's vacant properties by land use designation:

1) Single-family detached - Exactly 13.1% (8.4 acres) of the buildable 63.9 acres is comprised of 24 lots that are designated for single-family detached development. The parcels are located throughout the City and generally are around 8,000 square feet in size. About one-half of the lots have existed for many years and the other half represent recently approved subdivisions ranging from 2 to 8 parcels.

2) Single-family attached and Multiple-family - Approximately one-fifth of the vacant land currently is set aside for condominium, townhouse, and apartment development. Most of the vacant properties under this classification (10.9 out of 13.1 acres) consist of a site at the northeast corner of Cienega and Barranca Avenues that was designated for townhouse development but abandoned by its developer. The other lots generally consist of nine .2 to .3 acre parcels situated in and around the downtown. All of the areas with these lots are developed with single-family attached and multiple-family complexes.

3) Commercial - The highest percentage of vacant land (43.4%) is designated commercial. A noteworthy point is that about 80% of the 27.7 vacant commercial acres is comprised of six properties/areas. They are:

a. Five lots in last phase of Village Oaks Business Park on 1000 - 1100 Block of Park View Drive (5.2 acres) - These noncontiguous lots are in a recently constructed business park and eventually will be developed with similar office-type uses.

b. West side of 1200 - 1300 Block Azusa Avenue, between Arrow Highway and Grondahl Avenue (4.8 acres) - The City has been attempting for many years to attract a major retail development to the site, which, because of its location and size, appears suitable for this type of activity. Also, Redevelopment Agency policies call for retail businesses. Whatever building takes place here could occur in conjunction with underutilized properties to the north (U-Haul) and south (Toys R Us). See Section "t" below for clarification on these other properties.

c. Four parcels on northeast corner of Cypress Street and Azusa Avenue (3.7 acres) - There are four noncontiguous properties, all of which relate to the recently completed Smith's supermarket. As is the case with "b" above, both City and Redevelopment policies stipulate that any development here must be retail and architecturally tie in to the existing Smith's building.

d. West side of Vincent Avenue, between San Bernardino Road and Badillo Street (2.8 acres) - Currently there are no plans for this site, which abuts a community shopping center on the north. The City would prefer that the land be devoted to retail use.

e. Just northwest of intersection of Badillo Street and Azusa Avenue (2.8 acres) - This area is comprised of three contiguous parcels. Because street frontage is limited, the site's current retail potential is constrained. However, the land could accommodate retail activities if combined with easterly, Azusa Avenue-fronting properties and redeveloped in the form of a unified commercial proposal.

f. In back of shopping center at southwest corner of Citrus Avenue and Puente Street (2.7 acres) - Although designated commercial on both Zoning and General Plan maps, this rectangular property, the shorter side of which fronts on a residential street, also presently seems to have limited retail potential. The City is nevertheless interested in attaining possibly a specialty commercial business for the property.

The remaining vacant properties are relatively small and located in various areas. As indicated above, City Planning officials anticipate that virtually all of the subject areas ultimately will be developed with commercial uses.

4) Industrial - Twenty-three percent (14.7 acres) of the vacant developable land is zoned and/or designated for industrial purposes. The acreage here consists of 3 entirely vacant properties and undeveloped portions of 5 others. Four properties comprise 13.8 of the 14.7 acres or about 94% of the total. They are:

a. Western portion of Southern California Edison facility at 1551 San Bernardino Road (8.5 acres) - The property is owned by the utility company and most likely an additional Edison building will be constructed.

b. Northeastern corner of Vita-Pakt Citrus Products plant at 707 North Barranca Avenue (2.3 acres) - Because the site is an extension of Vita-Pakt's existing operation, it appears that eventually the parcel will be occupied by a company-related facility.

c. Parcel of railroad tracks and in back of 619 Citrus Avenue (1.6 acres) - Although from initial observation these parcels appear best suited for industrial, the site, particularly if combined with the adjacent .3 acre lot at 619 Citrus, could have mixed use potential because of its proximity to Citrus Avenue activities in the heart of the downtown and to the Metrolink Commuter Train Station.

d. Undeveloped portions of Southern California Edison demonstration house at 529 Cutter Way (1.4 acres) - Inasmuch as the property is also owned by Edison, future development likely will consist of an expansion of the existing use.

Again, all vacant industrial properties are in primarily industrial and/or commercial areas and, in accordance with established City policy and initial land use directives, probably will be developed in a manner conforming to their respective designations. Again, typically industrial though also commercial and mixed use developments may take place.

It should be noted that the amount, type, and intensity of development that could result from building upon some or all of the 63.9 acres of vacant residential, commercial, and industrial land would not significantly alter the character of the overall community or result in major deviations from established land use patterns. However, the building on certain properties would increase the scale of development and therefore could intensify somewhat land use pressures in applicable blocks.

p. Vacant land - Unbuildable

As mentioned in the beginning of the previous section, a very small percentage of the vacant land (4.5% or .1% for the entire City) is unbuildable. This determination was made by Planning Division staff and is based on the following factors: poor location/access, hilly topography, and/or unusual physical features. There are only two vacant areas that have been deemed unbuildable, and both are in single-family detached neighborhoods. One is a small landlocked parcel in Covina Hills and the other is also landlocked but slightly larger, 2.6 acres, and located just southeast of Badillo Street and Lyman Avenue. It should be noted that the two properties could be deemed developable in the future if all City requirements (such as adequate accessibility and grading minimization) and building standards are met.

q. Public rights-of-way

The public rights-of-way classification consists of all public streets, flood control channels, and the railroad right-of-way and constitutes 22% of all land uses. According to planning standards listed in various books, the percentage is average for this category. In single-family detached neighborhoods, the

number is generally around 25%; in commercial or industrial districts or residential medium to high density areas, the percentage is typically about 18%. The reason for the difference is that streets proportionally take up less space in large-block areas.

r. Inventory of natural resources

This matter is touched upon here in accordance with State general plan law and expanded on in the Natural Resources and Open Space Element. "Natural Resources" generally refers to various water-related matters and areas required for the preservation of plant and animal life or environmentally sensitive districts, such as streams and river banks. The below information is based on a consultant's biological study for the Natural Resources and Open Space Element.

Because of extensive development that has occurred in Covina over the past fifty years and because about 90% of the community is flat, most of the vegetation consists of annual grasslands, plants, and many ornamental trees, including oaks (which are protected by local ordinance). Trees tend to pervade and are most concentrated in parks and, to a lesser extent, along various street parkways. The hilly, less intensely developed southeastern portion of the community (Covina Hills area) is composed of a greater variety of trees, natural slopes, and a riparian woodland community, which runs along Walnut Creek and is identified as "one of the most significant ecological resources in the study area" because of its support of a wide variety of plant and animal species, though none are considered "threatened" or "endangered." There is a second riparian corridor that runs through a portion of Wingate Park in eastern Covina.

The City tree, plant, and grassland communities provide cover, feeding, and/or nesting habitat for small birds, reptiles, and/or burrowing mammals. Also, the riparian woodland areas support similar functions and, as indicated above, have the most diverse types of plants and animals. The chief recommendations in the initially-prepared background study of the Natural Resources and Open Space Element call for the City to:

1) Protect the riparian woodland communities,

2) Restrict activities around parks to low intensity uses,

3) Restrict development and grading in and minimize the alteration of drainage patterns in Covina Hills, and

4) Retain established trees, such as oak woodlands, around the community but particularly in Covina Hills.

s. Inventory of scenic resources

In Covina, the major north-south running streets, particularly Grand Avenue south of Rowland Avenue and Badillo Street east of Glendora Avenue, have views of, respectively, the San Gabriel Mountains to the north and the San Jose Hills to the south, Covina's primary scenic vista focal points. Although the Mountains and Hills are visible from a few other locations or neighborhoods, notably around the Covina Hills district in the southeastern section in the Planning Area, the two land masses generally have been obscured from public view because of development.

The above-noted Covina Hills neighborhood is endowed with magnificent views and pretty scenery of areas within the district and of Walnut Creek. The nice scenery is particularly visible from the major streets, such as Covina Hills Road, Via Verde, Puente Street, and Reeder, Renshaw, and Lyman Avenues. A few properties at the higher elevations have vistas of outlying regions as well. Therefore, this entire area, which is composed of primarily medium to large-lot single-family detached residences, appears worthy of protection and preservation through such approaches as land use distribution and density maintenance, neighborhood character sustenance, grading minimizing, and natural resource retention.

It is not believed that any of Covina's scenic resources are listed in any official register, though views from some homes may be protected by private deed restrictions. All in all, Covina's scenic resources bolster the community's small-town character and positive image and should be preserved to the maximum extent possible.

t. Major underutilized properties

In any comprehensive local land use inventory and analysis, major underutilized properties must be discussed because of the impacts that their potential development could impose. Therefore, the seven currently largest underutilized properties are described. They are listed in order of their respective areas.

1) Masonic Home (1650 Old Badillo Street, 29.5 acres) - The Masonic Home is located in a single-family detached area. This site currently is a mixed use in that it functions as both a group meeting facility and living quarters for Masons. There is a great deal of vacant or underutilized land here, which suggests that should either the entire site or a portion of the property ever become available for sale, many dwelling units could be built.

2) Montgomery Ward (848 South Barranca Avenue, 12.8 acres) - Because of the property's size and location (along a major, heavily traveled street, near and visible from the Freeway, and surrounded by office buildings, the Eastland Mall, and other commercial developments), there are major commercial possibilities. If the parcel is sold, the City will need to consider carefully the type and scale of development that would be acceptable. General Plan discussions thus far have indicated that a relatively high intensity (i.e., up to roughly 2.0 FAR) proposal may be appropriate.

3) Kmart (1162 North Citrus Avenue, 10.4 acres) - The site currently is occupied by the retail chain and its western regional office. The abundance of usually vacant parking indicates that additional commercial development will be sought.

4) Toys R Us (1261 North Azusa Avenue, 8.8 acres) - The 2.5 acre western portion and other sections of this site, which also has an auto repair facility, are now paved but unused. As is the case with Montgomery Ward, this property is on a heavily traveled street, and a relatively high intensity commercial use may be appropriate.

5) City Yard (534 North Barranca Avenue, 4.9 acres) - The character of the surrounding area is industrial and, to a lesser degree, commercial. The most likely development scenario here is that a portion of the site would be sold for an industrial or commercial project. Currently, on the existing General Plan, the property is zoned and designated Industrial.

6) U-Haul (1355 North Azusa Avenue, 3.6 acres) - U-Haul is sandwiched between a recently-remodeled community shopping center to the north and a large, vacant property to the south. A number of different redevelopment scenarios could occur here. For example, an extension to the northerly shopping center could take place, a separate commercial facility could be built, or a development with the vacant property to the south could go up. The site, which is now designated Commercial on the General Plan and Zoning Maps, is one-half block north of the Toys R Us mentioned above.

7) Western one-third of Wingate Park (on Grand Avenue, just south of Metrolink Commuter Rail Line, approximately 3.5 acres) - The location and limited width of this property precludes many recreational activities, and the City, therefore, has considered selling off this portion, presumably for residential development. Such a use would be consistent with the General Plan and Zoning and with the residential neighborhood to the south. However, a more detailed analysis is needed here.

8) Northwoods Inn (540 North Azusa Avenue, 3.5 acres) - This site is occupied only by the restaurant, and there is ample area for additional commercial development.

9) Bus storage yard (702 North Vincent Avenue, 1.8 acres) - Once used as a utility company facility, the property is now leased by the Foothill Transit Zone. The property is designated Industrial on the General Plan and Zoning Maps, and retaining this classification would be consistent with current City policy. However, the lot is surrounded by residential on three sides. (A residential planned unit development proposal was recently submitted but then withdrawn.) More analysis on this site is needed.

In addition to the above major underutilized properties, there could be additional school closures, utility company property vacations, and/or church relocations in various areas that would create opportunities for additional development. Also, more "infill" building and redevelopment activities in the form of residential dwelling units and commercial and industrial establishments is a certainty. But as mentioned previously in this Study, the cumulative impact of all future infill development would not significantly alter the character of the community or established land use patterns (at least if done in a manner generally consistent with existing land use designations and standards and policies.)

u. Land uses not identified

In the general plan update process, cities also must identify what the State calls special uses and land use situations, the types of which are listed below. The Covina Land Use Inventory revealed none of these uses, with one partial exception pertaining to flooding. The uses/situations including:

1) Solid or liquid waste disposal facilities. (However, pursuant to the Los Angeles County Hazardous Waste Management Plan, which is discussed along with other regional documents later in the Study, the City will be required to state in the General Plan the general geographic areas (or zoning districts) that are suitable for hazardous waste facilities and the waste facility siting criteria that must be followed in considering facility proposals. Refer to Chapter "J" below and to the Safety Element for clarification.)

2) Mineral resources and related production areas.

3) Timberland Preserve Zone lands.

4) Areas subject to major flooding. In recent decades, except for the area around Walnut Creek in Covina Hills, Covina has not experienced major flooding problems primarily because of the community's favorable climate and developed storm water and related infrastructure. The area abutting the unimproved portion of Walnut Creek in Covina Hills has, however, undergone some flooding during periods of heavy rain. This flooding, which occurs primarily because of the release of water from the easterly Puddingstone Reservoir as a mean of managing the facility's insufficient flood water storage capacity, is evaluated in depth in the Safety Element.

5) Agricultural production lands. Essentially no agricultural production lands were identified in the Land Use Inventory. It should be noted, however, that in the southeastern part of the City eight relatively large single-family lots were noted to have small-scale, non-commercial crops and/or a few livestock.

v. Area/Structure conditions - General

Much of what exists in Covina today has been built since the 1950s. Most local residential, commercial, and industrial structures are sound and most properties are at least "adequately" maintained. Therefore, while none of the local districts could be considered "significantly distressed" in the sense of multiple-

building abandonment, as exists in portions of many large East coast and Midwestern cities. However, in recent years, Covina has experienced some residential private property deterioration typified by varying structural and/or mechanical deficiencies, the construction of illegal dwelling units, the performing of illegal structural alterations, and/or the maintaining of dangerous or unsightly visible yards. This problem pervades in various neighborhoods of the community and is being arrested by active City code enforcement activities. Housing nuisances, of which the City is devoting much effort to abate, generally occurs in pre-1970s era houses and apartments. Housing-related property maintenance and code enforcement matters are expanded on in the Housing Study.

2. Summary of Key Facts

The following statements summarize Covina's existing land use situation:

a. Covina is 98.5% built out, and just under one-half of the developed portion is devoted to various types of residential uses. Single-family detached residential, the predominant category, constitutes 83.6% of the residential land uses and over 40% of the total land. Single-family detached areas are strewn in all portions of the community and best typify Covina's "bedroom community" character. Typical lot sizes tend to be slightly larger in the Covina Hills/southeastern part of the City, much of which retains a rural flavor. Commercial and industrial activities equate to, respectively, 9.6% and 3.8% of all land uses.

b. Seven percent of the total uses are comprised of apartments, condominiums, townhouses, and mobile home parks. The four use types are generally located in and around the downtown, along stretches of certain major streets, and in various pockets. Most of the apartments and condominiums are 1 and 2 story complexes with anywhere from 3 to 50 units. Apartment densities typically vary from 15 to 30 dwelling units to the acre while densities for condominiums generally are in the 11 to 15 range. Overall densities are not high, compared to surrounding communities.

c. Commercial and industrial uses total, respectively, 9.6% and 3.8% of the City. Commercial uses (i.e., office, retail, and service businesses) most commonly are situated in the downtown and in other areas and along the major streets at both corner and mid-block locations. Virtually all such developments are 1 and 2 stores in height with typical floor area ratios varying between .2 and .5. Intensities tend to be slightly higher in the downtown. Industrial properties are primarily located in the central portion of the community, near the Railroad Line, and along stretches of San Bernardino Road and Arrow Highway. The floor area ratios are commonly between .5 and 1.5. All in all, development intensities are not high, compared to neighboring jurisdictions.

d. The top six land use categories in terms of percentages are single-family detached (40.6%), public rights-of-way (22.0%), commercial (9.6%), school (8.0%), multiple-family (4.7%), and industrial (3.8%).

e. Institutional, governmental, utility, and mixed uses together represent only 4.9% of the total uses.

f. Covina's overall land use patterns are well established and unlikely to change significantly in the future. New developments and property intensifications, however, will alter slightly the feeling and scale of various currently underutilized blocks or areas.

g. The City does not have any consistent, distinctive land use patterns or neighborhood concepts. Generally, commercial uses pervade along the major streets and in certain clusters, industrial development is strewn near the Railroad line, along portions of San Bernardino Road, and near the intersection of Arrow Highway and Barranca Avenue, low density residential areas are everywhere, and the medium to high density developments are concentrated in and around the downtown and in various neighborhoods. Institutional, governmental, school, and park uses occur sporadically. There are no land use buffers per se between sensitive land uses such as residential and industrial, other than building setbacks and architectural treatment of buildings, which are stipulated under the City's Zoning Ordinance and Design Guidelines.

h. Covina has a few blocks/areas with conflicting land uses and peculiar land use arrangements that warrant attention. Some of these situations were acquired through annexations from the County; others were approved by City Planning Division staff when different land use compatibility standards were followed. A few unusual circumstances have remained as a result of a lack of enforcement of the local (Zoning-related) non-conforming provisions. (Zoning is discussed in Section "D" below.)

i. The area with the greatest variation in the type and intensity of uses is the downtown, which generally is bounded by the Railroad Line on the north, Puente Street on the south, Barranca Avenue on the east and Hollenbeck Avenue on the west. The reason for this variation is that the downtown is Covina's oldest section and therefore was initially developed prior to Zoning and General Plan adoption. Also, over the years, physical change did not occur on a consistent basis.

j. Covina's specific commercial use types are varied and often intermixed at a particular site. What are perhaps most noticeable are the many community shopping centers, neighborhood convenience centers or mini-malls, mixed-occupancy general commercial buildings, specialty retail establishments, and office buildings. Because of this diversity of uses occurring within the various commercial areas, in revising the General Plan Land Use Map, the City may wish to utilize a single commercial category.

k. Because of haphazard boundaries in different areas between the City and unincorporated areas, Covina's land uses often, though not always, blend with those of the County. (County land uses are discussed in Section "E.") The County areas generally are distinguishable by poor land use relationships and lower quality development.

l. Although Covina's neighborhoods generally are in good condition, in recent years the incidence of private property deterioration, such as occurs from illegal construction and poor maintenance, has been on the rise in various areas. To arrest this problem, the City has launched an ambitious code enforcement program.

m. Two thirds of the City's 63.9 acres of vacant developable land is now designated for commercial and industrial development.

n. Covina has somewhat of a park/open space deficiency, particularly in certain areas, that warrants attention. The City has only 1.4 acres of parkland for every 1,000 residents, whereas the minimum generally accepted/nationally recognized standard is 2.5. This topic is further evaluated in the Natural Resources and Open Space Element.

o. None of the following uses have been identified in the Covina Planning Area:

1) Solid or liquid waste disposal facilities.
2) Mineral resources and related production areas.
3) Timberland Preserve Zone lands.
4) Areas subject to major flooding.*
5) Agricultural production lands.

*However, the unimproved portion of Walnut Creek in Covina Hills experiences some flooding at times because of the release of water from the easterly Puddingstone Reservoir, a situation that is clarified and evaluated in the Safety Element.

p. Because of extensive development that has occurred in Covina over the past fifty years and because about 90% of the community is flat, the "natural resources" generally consist of tree, plant, and grassland communities that provide cover, feeding, and/or nesting habitat for birds, reptiles, and/or burrowing mammals. The City preserves oak trees through local ordinance, though none of the other plant or animal species are considered "threatened" or "endangered. The hilly, less intensively developed

southeastern portion of the Planning Area, however, has many natural slopes and a riparian woodland community that runs along the unimproved section of Walnut Creek. These communities appear worthy of protection. The Natural Resources and Open Space Element should be referenced for clarification.

q. Most of Covina's scenic areas pertain to the San Gabriel Mountains to the north and the San Jose Hills to the south, which are visible generally from various major north-south running streets. Also, many neighborhoods in the Covina Hills area have magnificent vistas of the areas within the district, of Walnut Creek, and of outlying regions. These views bolster the community's small-town character and positive image.

r. The City has several major underutilized properties, which vary in size, location, and character, that have development potential and therefore must be discussed and analyzed in the General Plan update process.

C. EXISTING COVINA GENERAL PLAN

1. Background Discussion

Covina's current General Plan was prepared between 1968 and 1970 and adopted in March 1971. The Plan, which was based on an extensive citizen participation program and prepared by both a consultant and City staff, was comprised of Land Use, Circulation, and Housing Elements and later updated on a piecemeal basis to include additional State-mandated chapters, such as Safety and Noise, and to incorporate new Housing Element requirements. The '71 General Plan superseded Covina's original 1958 Plan, which by the late '60s warranted complete revision because of the great amount of growth that occurred during this period.

Covina's existing General Plan is based on a much larger Planning Area than is now followed. Specifically, the boundaries are Vincent Avenue, Arrow Highway, Valley Center Avenue, and the San Bernardino Freeway, a 15.7 square mile area. (Years ago, the Covina Planning staff believed it appropriate to consider portions of other municipalities -- in this case West Covina and San Dimas -- in their comprehensive planning activities. In preparing a planning area for this revision, however, staff followed the community's official/LAFCO designated Sphere of Influence, an approach recommended by the General Plan Guidelines.) The Plan made the following population projections:

	1985 (Horizon year)	(Build-out)
City	50,000	57,300
Planning Area	78,000	85,000

The current (1997) City and Planning Area populations are, respectively, 46,452 and 61,452. These figures are lower than the above numbers. As explained below, the General Plan's high growth projections never materialized primarily because of changing development patterns and market pressures and modifications in City Zoning provisions. It should be noted that in the Section "L" discussion on alternative future growth/land use plan scenarios, the existing Sphere of Influence limits are superimposed on the present General Plan to constitute the "Status Quo Growth Scenario," one of three development alternatives considered in this Study.

The existing General Plan and it's related documents cover nine Elements (Land Use, Circulation, Housing, Open Space, Conservation, Scenic Highways, Public Safety, Seismic Safety, and Noise). The following section discusses the Land Use Plan/Map of the Land Use Element, which relates to the topic under study.

2. Land Use Categories - Listing and Analysis

The current Covina General Plan Land Use Map is comprised primarily of five land use categories, Residential, Commercial, Industrial, Schools, and Parks/Open Space. These categories and their respective permitted uses, development intensities, and spatial qualities are listed below:

a. **Residential** - There are 3 subcategories: low density (1-6 dwelling units for each acre); medium density (7-20 units to the acre); and high density (21 units to the acre and above). Low density is planned as the dominant type in that 61% of the planning area is reserved for this use. The overall residential strategy was to spread low density in all areas while situating medium density districts in and around the downtown, along portions of Arrow Highway, and around the then-proposed Huntington Beach Freeway Corridor, which was to cut through the City between Azusa and Lark Ellen Avenues. (Caltrans terminated the Freeway project in 1975 because of a lack of funding and because of higher road priorities elsewhere.) The high density portion is limited to the downtown. Residential land uses total about 63% of the Planning Area.

In establishing this type of medium and high density land use distribution, the chief City policies were to build up the population, particularly in the downtown, for economic development reasons and to "promote a broader range of housing choices," such as through allowing many apartment and condominium/townhouse construction opportunities. As stated in the introductory paragraph, the 1985 City population was to be 50,000 and 57,300 at build-out. The primary reasons that the build-out projection never materialized (current population is, again, 46,452) are that medium to high density housing did not develop to the extent envisioned in designated areas in and around the downtown and that in many neighborhoods changes in Zoning density and development standards precluded multiple-family construction to maximum General Plan densities.

Regarding the above latter point, in other words, there were and continue to be discrepancies between Zoning and General Plan standards. For example, in certain portions of the downtown, although the General Plan allows for densities up to 40 dwelling units per acre, in practice, projects are constrained to around 22 to 25 units per acre after Zoning density limits and recently revised development standards (such as building setback, parking, open space, and amenities) and architectural design guidelines are considered. In fact, according to a recent Covina Planning Division study of local development in high density areas (again, up to 40 units per acre) over the previous ten years, the average project density was 22.4 (dwelling units per acre). Because of this point and the fact that, as described in the Citizen Participation Chapter ("K") below, there is widespread citizen, City Council, and Planning Commission sentiment to reduce maximum densities and allow "moderate" future growth, the three existing land use categories will be adjusted downward in an appropriate manner. (As discussed in detail in the Housing Element, however, this modification is handled in full recognition of the City's State-defined regional housing obligations.)

b. **Commercial** - The commercial land use classification is comprised of the following five categories: neighborhood (retail and services located at various corners and along certain main streets); community (also retail and service-oriented and situated at certain corners and along various thoroughfares); regional (regional-oriented retail centers, such as Eastland and Sears Center); highway (retail and service oriented along Arrow Highway, San Bernardino Road, and Azusa Avenue); and Civic Center core (retail, services, and governmental offices in the downtown). The uses permitted for the five categories, which compose 10.7% of the Planning Area, are general, commercial-related activities, as described above. Moreover, the current General Plan does not incorporate any intensity standards.

The City's Land Use Plan focuses most commercial developments at appropriate intersections and stretches of major streets. The chief policy was to maintain and, where feasible, expand the commercial areas for employment and sales tax generation purposes. In addition, a big emphasis was placed on revitalizing the downtown. Covina's current commercial land use distribution generally follows this Plan. However, the types of uses have become intermixed to the point where the five category hierarchy is outmoded. For this reason and to facilitate the commercial land use planning process, only two commercial categories have been proposed for the revised General Plan Land Use Plan, as expanded on in Section "C" below. One classification refers specifically to the downtown, and the second category relates to all other areas.

c. **Industrial** - There is only one industrial land use category, termed "industrial park." According to the Plan, it is designated "to serve the more restrictive service of light manufacturing industries which may be compatible with a primary residential community." As is the case with commercial, no intensity/FAR standard is utilized. Exactly 3.6% of the Planning Area was set aside for this use. The areas now designated industrial park closely follow the distribution of existing light manufacturing uses--along the railroad track and various portions of San Bernardino Road and at two locations along Arrow Highway.

The industrial plan placed a major priority on obtaining "clean" or non-intensive industrial/manufacturing operations (heavy industry was prohibited) through use restrictions. Also, by establishing a framework of Zoning standards and building design considerations, this portion of the General Plan also sought to achieve compatibility with surrounding residential uses. Industrial areas were to have good access to the

rail line and major streets as well. The overall policy was similar to that for commercial: maintain industrial land and encourage new development in appropriate areas, such as in nonconforming and/or undeveloped parcels, for economic development purposes.

d. **Schools** - Four different categories are used: elementary, intermediate, high, and parochial. The schools in these four categories equate to 8% of the planning area. Since the General Plan was adopted, 6 of the 28 schools on the Map, either in their entirety or in part, have been torn down and redeveloped into residential projects.

The schools are located in all portions of the Planning Area. (Covina is served primarily by the Covina Valley and Charter Oak Unified School Districts.) The existing chief policy regarding schools is to encourage school sites to be maintained, to be adequate in size, to serve all neighborhoods in the community, and to be sited in areas where excessive traffic and noise are minimized. Because of the nature of existing educational uses, staff believes that only one school land use category is needed on the proposed Land Use Map.

e. **Parks/Open space** - The Land Use Plan has 4 categories of parks/open space: neighborhood park (2-10 acres); community park (10-30 acres); regional park (along Walnut Creek); and open space (at Walnut Wash and along flood control routes). The Plan does not list amenity specifications for any of the categories.

The heart of the Plan is a proposal to mitigate a previously-mentioned deficiency in the quantity and distribution of parks by developing 18 new recreational facilities. By adding more parks, particularly in areas east of Grand and west of Hollenbeck Avenues, and by improving the amenities at existing recreational facilities, the City would achieve the nationally recommended park standard of 4 acres of open space for every 1,000 residents. (At the time of General Plan adoption in 1971, the standard was around 2.0.) Thus, Covina's future population would achieve a higher quality of life through better recreational opportunities. The Plan recognizes the benefits of joint City-public school recreation agreements, and, therefore, greater use of schools for park purposes is advocated as well. A potential City-sponsored parkland acquisition and development program serves as the chief mechanism for implementing the park expansion proposal. Unfortunately, this program never materialized primarily because of insufficient funding and changing policy decisions on the part of subsequent Planning Commissions and City Councils. However, a few improvements have been made on a piecemeal basis, such as construction of the Joslyn Senior Center at Kelby Park (west side of Barranca Avenue and just north of railroad tracks).

Covina today continues to have an open space deficiency in that, as previously stated, there is only 1.4 acres of parkland for every 1,000 residents. In fact, since the current General Plan was adopted, the City's "park problem" has been exacerbated by increasing apartment and condominium/townhouse development, which generally have less open space area for each dwelling unit than conventional detached houses. Also, apartment dwellers (recall from Section "B" that apartments now constitute one-third of Covina's housing stock) tend to be less mobile and therefore in greater need of parks and recreational services. For a community of Covina's size, location, and character, major nationally-recognized park groups recommend, as stated above, achieving a parkland ratio of around 2.5 to 4.0 acres of open space for every 1,000 citizens.

Today, the City's recreation facility network, again, is comprised of far less resources than originally planned—ten City parks, two Covina-leased public school ballfields, and the Walnut Creek equestrian and hiking trail in Covina Hills, which is administered by Los Angeles County. Except for the Walnut Creek trail (which is not a "typical park" anyway), all such facilities are located in various areas generally between Hollenbeck and Glendora Avenues. There is very little correlation between the type of existing City-operated parks and the above-described open space-related land use categories. Moreover, there is wide variation as to park sizes and facilities. (See Natural Resources and Open Space Element for clarification.) So in order to simplify and clarify the Land Use Map with respect to this topic

as well as to provide City officials with flexibility in making park-related land use decisions, the proposed General Plan should incorporate only 2 such categories--park and open space. Also, in accordance with input that the Planning Division has received from the City Parks and Recreation Department and other sources, the revised General Plan will consider to mitigate, if feasible, the parking deficiency by attempting to achieve a park acreage to 1,000 resident ratio of 2.0. (Again, refer to the Natural Resources and Open Space Element for specifics.)

f. **Other uses and facilities** - The Plan designates three fire stations, one library, and one hospital, each of which has been built. Over the years, two additional hospitals, the Magan Medical Clinic (420 West Rowland Street) and Charter Oak Hospital (1161 East Covina Boulevard), have been constructed. (The Charter Oak facility was built on a park-designated site.) The overall policy regarding these uses/sites is general in nature and similar to policies for other uses mentioned above: retain what is existing, continue maintaining adequate services, and, when necessary, expand to meet future community needs.

3. **Recommendations for Improvement**

Based on the review and analysis of the above material, the following recommendations for improving the existing Land Use Element should be incorporated into the new General Plan:

a. The Planning Area of the old General Plan must be changed to coincide with boundaries of the current City limits and Sphere of Influence.

b. Where necessary, change land use designations to better reflect existing development conditions, community sentiment, and desired long-term social, economic, physical, and other goals.

c. Lower future overall medium and high density intensities to better address community sentiment, Planning Commission and City Council direction, and existing development trends and conditions.

d. Streamline the commercial land use hierarchy by having one or two categories for retail shops, offices, service businesses, and all other typical activity categories. Also, establish development intensity/floor area ratio standards.

e. For existing "industrial" classification, establish development intensity/floor area ratio standard and bolster underlying guidelines that seek to attain "clean" or nonintensive industrial/manufacturing operations. Also ensure that new industrial areas incorporate, through Zoning and Design Guidelines administration, adequate buffers from sensitive uses, such as residential, hospitals, churches, and nursing homes.

f. As is the case with commercial activities, the 4 "school" categories should be consolidated into 1 to streamline the land use planning process and to give the City added flexibility.

g. Regarding parks and open space resources, consolidate the 4 park-related classifications into 2 to best recognize the existing park situation and, as mentioned regarding other land uses, to streamline the land use planning process and to give the City added flexibility in future planning endeavors. Also, considering the City's existing open space deficiency and already received General Plan update public input, the City should consider to take appropriate steps to mitigate/reduce the shortfall to the greatest extent feasible.

D. EXISTING COVINA ZONING ORDINANCE

1. Introduction

Zoning, the chief general plan implementation mechanism, establishes key, consistently applied/followed density and development standards that warrant discussion. By establishing building standards regulating factors such as the height, setback, and intensity of structures on lots and by designating what uses are permitted at different areas, a zoning ordinance, which, like the general plan, is comprised of both text and map portions, enables the plan's goals, policies and long-term development scenario to reach fruition. In addition, zoning decisions must be consistent with the general plan.

Covina's Zoning Ordinance was first adopted in 1948 and thereafter amended as conditions warranted, as City Council and/or Planning Commission direction was given, and as developer requests were granted. Most of the Ordinance's current structure was established through a series of zone changes and recodifications in the late '50s and early '60s. (The fact that the City's first General Plan was adopted 10 years after Zoning initiation was not unusual for the era. In many southern California cities in the 1940s and '50s, zoning was used for both short- and long-term purposes.)

Until the mid-'80s, the City followed zoning-general plan consistency requirements that are different or less stringent than are followed today. For example, professional office zones and inclusive buildings were deemed acceptable in areas designated on the General Plan as "low density residential." This practice, which changed because of new State planning laws and recent Attorney General Opinions and court cases, resulted in land use inconsistencies, which will have to be addressed once the Plan update is complete.

The below discussion will focus on Covina Zoning districts and their relation to the General Plan.

2. Zoning Districts – Listing and Analysis

Covina is divided into 24 Zoning districts that are comprised of 8 classifications which, in turn, are structured around 3 use types, residential, commercial, and industrial. Residential shall be discussed first.

a. **Residential districts** - There are five district types, three of which pertain to single-family detached housing and two that are oriented towards 1) apartments and condominiums and 2) mobile homes. They are:

1) Agricultural and Residential Zone ("A") - Minimum lot sizes (which determine densities) are 1 and 2 acres. Permitted uses are single-family detached homes, farms, and livestock. This is the only remaining agriculture-oriented district, and there are only two outstanding "A" lots in Covina, which are in the southeastern portion of the City (7 acres total). The larger lot, which is 4.5 acres, is owned by the County and is an extension to the Walnut Creek Regional Park (equestrian facilities).

2) Estate Residential Zone ("E") - Minimum lot sizes are 1/2, 1, 2 1/2, and 5 acres. Permitted uses are one single-family detached home for each lot and the keeping of livestock for noncommercial purposes. All properties with these designations are situated in the southeast portion of the community, where lots and houses tend to be larger. Indeed, the stated intent of this designation is to "provide for the development of single family homes of large estate-type homesites."

3) Residential Zone ("R-1") - Minimum lot sizes cover the following square footages: 7,500, 8,500, 10,000, and 20,000. The primary permitted uses are single-family detached homes, schools, and parks. (Covina does not have an open space category, a matter that is addressed at the end of the section.) This is the most common zone, and the majority of areas have a "7500" designation. Only one dwelling unit on any individual property is permitted.

4) Residential Density Zone ("RD") - This is Covina's multiple-family and condominium/townhouse zone, though single-family homes are permitted too. (Because of high land values and decreasing "R1-suitable" developable land, most of the current residential construction consists of apartments, condominiums, and townhouses.) There are several densities and therefore many districts. Densities are determined by the numerical suffix (the minimum required lot square footage for every dwelling unit), which ranges from 1,250 (the highest density) to around 4,000 (the lowest). Densities in the downtown tend to be in the 1,250 to 2,000 range. Elsewhere, there are great variations. Currently, most, but not all, "RD" developments are designated medium to upper density on the General Plan. A case by case evaluation of all complexes will be conducted to determine, among other things, whether isolated apartments and condominiums should be made nonconforming.

5) Residential Trailer Park Zone ("R-TP") - This is a mobile home park designation. The only density standard is that each mobile home park is required to have 2,400 square feet of area for each trailer on the site. Three of Covina's 5 mobile home parks are designated "R-TP." The other 2 are zoned light manufacturing. (The light manufacturing chapter permits mobile home parks through the conditional use permit process. This is somewhat of a peculiarity that should be addressed.)

In analyzing the residential Zoning district structure, it appears that the "agriculture" and one other dormant category should be eliminated. (Changes in the character and function of Covina have rendered the "agriculture" zone obsolete.) In addition, the multiple-family/condominium zone densities may need to be reduced to conform to changed General Plan Land Use "medium" and "high" categories, and 2 of the mobile home parks probably should be removed from the "industrial" classification.

b. **Commercial districts** - There are nine districts, which are discussed below.

1) Administrative and professional office ("C-P") - Permitted uses are various administrative and professional office and institutional activities. There is no intensity standard per se, but no development can be greater than 4 stories (except by conditional use permit) and buildings must meet several design standards (setback, parking, landscaping, etc.), which indirectly affect intensity. Various size "C-P" districts appear around the community, generally on primary or secondary streets, and, as is the case with a few apartment complexes, there are several office-zoned parcels that are not designated with noncommercial classifications on the General Plan. This will need to be addressed.

2) Neighborhood stores ("C-1") - Permitted uses are retail and services. Development intensity is indirectly controlled by height restrictions and building standards. This is a dormant category in that there are only 3 remaining small properties with the designation.

3) Neighborhood shopping center ("C-2") - Permitted uses are retail, services, administrative offices, and related activities. Intensity is again regulated through height and building standard restrictions. This is the City's most common commercial designation, which has been applied to many of Covina's community shopping centers and "strip" and corner commercial areas.

4) Central business ("C-3") - Permitted uses are similar to the "C-2" zone discussed above, except for a few additions. This district was intended to serve the downtown area, though today there are only 4 properties with the C-3 classification. (All other properties have been changed to a special downtown-oriented Zoning designation, which is discussed below.) There is no intensity standard.

5) Regional or community shopping center ("C-3A") - Permitted uses are the same as in both "C-2" and "C-3." The designation applies to 3 types of developments: community shopping centers, sub-regional shopping areas (e.g., Covina Town Square complex) and various "strip" commercial areas located along the major streets. Again, there is no intensity standard.

6) Highway commercial ("C-4") - Permitted uses are retail and various service businesses, such as in "C-2" through "C-3A" above, plus additional functions like automotive repair and building material supplies.

"C-4" developments are typically located in the "strip" commercial properties located on portions of Arrow Highway, Covina Boulevard, San Bernardino Road, and Azusa, Citrus, Barranca, and Grand Avenues. No intensity standard is in the Code.

7) Specified Highway commercial ("C-5") - Uses allowed are similar to "C-4" except that a few additional "specialty" retail and service businesses are permitted. The specified highway commercial district is limited only to portions of East San Bernardino Road and North Barranca Avenue. No intensity standard applies.

8) Town center commercial zone ("TC-C") - This is 1 of 2 downtown commercial zones. The intent of the "TC-C" district is to promote special, unique retail and, to a lesser degree, service activities that best "preserve the character of the downtown and promote a pedestrian oriented environment." Administrative offices are permitted but on a restricted basis. The zone runs along Citrus Avenue, Badillo Street, and portions of the smaller streets in the downtown area. Currently, this district is comprised of the above permitted uses and many nonconforming properties that should be addressed in the update. There is a varying intensity standard that is based on the size of each lot.

9) Town center professional office zone ("TC-P") - This is the Town Center's administrative and professional office and institutional zone, which generally runs on portions of Badillo Street, San Bernardino Road, and the side streets off of Citrus Avenue. There are a few nonconforming properties, and the district has a varying intensity standard similar to the "TC-C" zone.

In analyzing the commercial portion of the Zoning Ordinance, the Planning staff feels that the structure could be streamlined by possibly consolidating certain categories and eliminating districts that are either dormant or underutilized. This would best recognize existing conditions and give the City maximum flexibility in carrying out its Zoning activities. Also, the nonconforming uses, particularly in the downtown, should be eliminated or better controlled/amortized, and greater consistency with the General Plan commercial designation, in terms of spatial distributions and development intensities, should be achieved. Regarding the intensity factor, it may be appropriate to have varying standards so that alternate size developments can be focused in different parts of the City. In addition, the City may wish to prepare a specific plan (reference California Government Code Sec. 65450) for the downtown area to facilitate General Plan implementation of the City's most diverse though important area.

c. **Industrial district** - There is only 1 industrial zone, "M-1" or light manufacturing, which permits various manufacturing, processing, assembly, and warehousing operations as well as auto repair and administrative functions that are in conjunction with manufacturing. (Mobile home parks are permitted through the conditional use permit process. As discussed earlier, this should be changed because "RT-P" is the more appropriate Zoning designation.) The spatial distribution of the "M-1" zone closely follows the corresponding General Plan land use category (i.e., generally running along or near the Railroad Line), though there are a few inconsistencies that warrant revision. Developments within this zone have taken the form of industrial parks and "strip" manufacturing and auto repair facilities. FAR's typically are in the .4 to .7 range, though the zone does not have an intensity standard. In addition, the industrial areas off of San Bernardino Road have many nonconforming and conflicting uses that should be eliminated during the General Plan update.

d. **Planned community development (PCD) overlay district** - When applied to any property in a residential, commercial, or industrial zone, the PCD designation allows for relaxing certain underlying Zoning standards and use restrictions if the project would be of a higher quality than would normally go up, would be compatible with surrounding uses, and would be consistent with the General Plan. Since its inception in the early '70s, approximately 60 "PCD" projects of various uses and intensities and at several locations have been constructed. The PCD process has been and continues to be an important tool for both housing development (see Housing Element for details) and economic development (regarding commercial and industrial projects).

e. **Nonconforming structures and uses** - A nonconforming use is a structure/use that is not permitted in the underlying Zoning district but was once legal and therefore can continue on an amortized basis for a specified period, at which time the structure must be removed or the use must be terminated by the property owner. Typically, nonconforming buildings and uses are divided into "major" and "minor" classifications. An example of a major nonconforming use/structure is an old single-family residence with M-1 Zoning (light manufacturing) that is surrounded by new industrial buildings. In other words, the activity is considered "detrimental" to adjacent/currently existing uses. For this classification, the amortization period is determined by the type of construction. An example of a minor or "nondetrimental" nonconforming use is an apartment complex in an appropriately zoned "RD" district that contains a greater number of dwelling units and a lower number of parking spaces than currently permitted. In this case, the apartment could continue functioning indefinitely, though any changes/additions would have to meet present standards. Because of land use conflicts and problems, the General Plan update process is primarily concerned with handling the major nonconforming situations.

Covina's major nonconforming cases pertain to 83 residential properties (generally old houses and apartments) in commercial and industrial zones in and around the downtown. Specifically, these properties are comprised of 74 homes and 9 apartment complexes that equate to 176 multiple-family dwelling units. (The matter is discussed in detail in the Housing Study.) Basically, in many cases, Covina's major nonconforming units are not well maintained, disturb neighborhood character, preclude potential viable economic activity, and/or adversely impact land use continuity. Therefore, the City generally welcomes their removal. But because of typical nonconforming unit location, age, and condition, they may constitute a small proportion of the community's low cost or affordable housing stock. In handling these situations over the years, the City Council, to avoid potential personal hardships, has allowed the major nonconforming uses to remain continually, thereby not enforcing the applicable portion of the Zoning Ordinance. Therefore, many of the now-nonconforming residences technically should have come down (again, at property owners' expenses) years ago.

Because there is an obvious legal and administrative need for the General Plan to be consistent with the Zoning Ordinance and to implement the General Plan in an orderly fashion, of which Zoning administration is a key component, and because of above-mentioned physical, land use compatibility, and economic development betterment obligations, the City, where necessary and/or appropriate, may wish to consider abating its major nonconforming uses. However, care must be taken to ensure that amortization provisions are reasonable, that effected residents are treated fairly, and that the City's effort to preserve its affordable housing stock is not greatly undermined. The many above-described minor nonconforming properties in Covina are much less of a concern and, accordingly, from a policy standpoint, the City may wish to simply call for their continuation (and property maintenance upkeep-- again, primarily for affordable housing preservation).

It must be noted that nonconforming housing/uses in the County area are not analyzed here because the focus of most of this Study is on the now-City limits and because the conforming status of many "unincorporated" buildings could not be verified, based on the City's analysis of Los Angeles County's Zoning Ordinance. Generally, the City has the legal authority to deal with County nonconforming uses only during and after annexation proceedings.

3. **Recommendations for Improvement**

To facilitate General Plan implementation and to streamline the Covina Zoning Ordinance, the following should be achieved:

a) Certain residential and commercial categories must be eliminated and/or consolidated. In addition, permitted uses and intensities must be changed or clarified, where necessary, to be consistent with the new General Plan and to facilitate Plan implementation.

b) A downtown area specific plan should be prepared to give the City greater authority in revitalizing the district and more leverage in meeting overall community planning goals.

c) An open space Zoning designation is needed for the City's parks and open space facilities. (This is a Government Code requirement.) A classification for schools would be helpful as well.

d) The nonconforming chapter of the Zoning code must be reviewed for possible change/clarification.

e) The City's many "major" nonconforming uses must be evaluated after the applicable portion of the Zoning Ordinance is deemed acceptable. Where appropriate, to abate physical problems and achieve land use and economic development objectives, the nonconforming provisions should be enforced.

f) Where necessary to bring about General Plan consistency, change the Zoning designation of properties or make them nonconforming. But ensure that fair amortization periods apply.

g) The 2 mobile home parks with "M-1" designations should be modified to the general trailer park designation, "RT-P."

4. Zoning/Land Use Correlation

The following table/matrix illustrates what above-described Zoning districts are consistent with the earlier-mentioned existing General Plan land use categories, as streamlined and clarified, in accordance with previously-noted staff recommendations, to show relationships. Under law, Zoning designations must conform to the General Plan. This table could therefore also be used as a guide for determining such consistency following selection of the revised General Plan land use hierarchy. (Refer to Chapter "L" below and to the Land Use Element document for information on the revised classification.)

TABLE 4. MATRIX OF RELATION OF COVINA ZONING DISTRICTS TO GENERAL PLAN LAND USE CATEGORIES.

ZONING DISTRICTS	GENERAL PLAN LAND USE DESIGNATIONS								
	RESIDENTIAL			COMMERCIAL		INDUSTRIAL	OTHER		
	LOW DENSITY	MEDIUM DENSITY	HIGH DENSITY	GENERAL	TOWN CENTER	INDUSTRIAL	SCHOOL	PARK	OPEN SPACE
RESIDENTIAL									
R-1-7,500	X								
R-1-8,500	X								
R-1-10,000	X								
R-1-20,000	X								
E-1/2	X								
E-1	X								
E-2 1/2	X								
E-5	X								
A-1	X								
RD		X	X						
RTP		X							
COMMERCIAL									
C-P				X					
C-1				X					
C-2				X					
C-3				X					
C-3A				X					
C-4				X					
C-5				X					
TC-P					X				
TC-C					X				
INDUSTRIAL									
M-1						X			
NEW ZONES*									
S							X		
OS								X	X
OVERLAY ZONE									
PCD	X	X	X	X	X	X			

X Zoning District Compatible With General Plan Land Use Designation.

*To be Created as Part of Zoning Consistency Program.

E. EXISTING LAND USE CONDITIONS - UNINCORPORATED AREAS

1. Land Uses - Types, Amounts, Distribution, and Intensities

As stated in the Introduction, Covina's unincorporated territories total just over 3 square miles and are located in various areas (see Map 4), though the largest concentrations are in the northwestern and northeastern portions of the Planning Area and in Covina Hills. The City-County boundaries are typically haphazard because of annexation policies and practices. Although the scale and character of County areas tend to resemble adjacent City neighborhoods, in many instances, unincorporated areas are distinguishable because of inferior quality development, poor property maintenance, and conflicting land use situations.

This discussion and analysis, again, is based on the Planning Division's land use inventory. (Refer back to Section "B" for clarification.) The inventory revealed the following County land use figures and percentages:

TABLE 5. COVINA UNINCORPORATED LAND USES

LAND USE CLASSIFICATION	ACRES	PERCENT OF TOTAL LAND	RANK	PERCENT OF DEVELOPED LAND	RANK
1. ALL RESIDENTIAL	1326.2	67.3	-	69.7	-
a. SINGLE-FAMILY DETACHED	1236.0	62.7	1	64.9	1
b. SINGLE-FAMILY ATTACHED	22.4	1.1	8	1.2	7
c. MULTIPLE-FAMILY	42.8	2.2	4	2.3	3
d. MOBILE HOME	23.6	1.2	7	1.2	6
e. GROUP HOME	1.4	0.1	12	0.1	11
2. COMMERCIAL	38.1	1.9	5	2.0	4
3. INDUSTRIAL	2.2	0.1	12	0.1	11
4. INSTITUTIONAL	15.9	0.8	9	0.8	8
5. GOVERNMENTAL	5.3	0.3	10	0.3	9
6. SCHOOL	26.9	1.4	6	1.4	5
7. UTILITY	6.6	0.3	10	0.3	9
8. MIXED USE	3.1	0.2	11	0.2	10
9. PARK	27.4	1.4	6	1.4	5
10. PARKING	0	0	13	0	12
11. ALL VACANT	66.7	3.3	-	-	-
a. BUILDABLE	60.2	3.0	3	-	-
b. UNBUILDABLE	6.5	0.3	10	-	-
12. PUBLIC RIGHTS-OF-WAY	453.6	23.0	2	23.8	2
TOTALS	1972.0	100.0	-	100.0	-

The table indicates that, as is the case with the City territory, there is very little vacant land and therefore very little difference between the two percentage classifications. The County areas are more homogeneous in land use than the City in that most properties are residential, and, of this category, virtually all lots are comprised of single-family detached homes. Commercial, industrial, and institutional land use percentages are, respectively 1,9, .1, and .8, much less than those for in the City. Also, it is interesting to note that the small County "park" percentage (1.4%) is exactly the same as that for the incorporated community.

Each category shall be briefly discussed below. Refer to the City section for category definitions, and see the Existing Land Use Map to clarify land use distributions.

a. **Residential - Single-family detached**

This is the most common use type in the County areas (62.7% overall). The type and size of lots and homes are similar to City properties, and lot sizes also are often bigger in the hilly southeastern district. Therefore, densities in the flat areas typically are in the 4-6 category (dwelling units for each acre) and around 0-3 in Covina Hills.

b. **Residential - Single-family attached**

There are 6 condominium and townhouse complexes in the unincorporated territory, ranging in size from 11 to 139 units. Densities vary from just over 9 to 31 units to the acre, though most are between 16 and 22. The complexes are located in the larger northwestern and northeastern areas and are surrounded by various land uses. Also, the medium density developments generally blend with City single-family attached uses, though, in some cases, there are property maintenance, neighborhood appearance, and/or land use problems/conflicts.

c. **Residential - Multiple-family**

The County's 14 multiple-family properties range from 2 units and 1 house on a single lot to large apartments. The apartment complexes, which constitute most of the uses, vary in size from 11 to 232 units and in density from 15 to 30 (medium to high intensity character). As is the case with the condominiums and townhouses, most of the apartments are in the northwestern and northeastern portions of the Planning Area and are surrounded by all types of uses. The combination of this category and single-family attached housing constitute only 3.3% of the total County land use. In some situations, there are physical and land use conflicts between multiple-family structures and single family residences.

d. **Residential - Mobile home**

The community's 3 mobile home parks are situated in the northeastern area. Sizes are 49, 102, and 166 coaches; densities, respectively, are 24.5, 13.6, and 11.8 units to the acre.

e. **Residential - Group home**

Only one group home was identified, a 76 bed facility for physically disabled persons at Cienega Street and Sunflower Avenue.

As stated earlier, most of the County areas consist of single-family homes similar to those in the City. Overall, the scale and character of the single-family attached, multiple-family, and mobile home complexes resemble those in the City, though a few are slightly higher in density. In addition, there are more variations in land use arrangements, such as multiple-family developments surrounded by single-family and commercial uses.

f. **Commercial**

The largest concentrations of the County's commercial properties (1.9% of the total) are strewn along portions of two major streets, Arrow Highway and Grand Avenue. The uses are heavily retail and service in nature, and they vary greatly in terms of size, age, and intensity. Most of the uses are on .5 to 3.5 acre sites, though there is one 8 acre community shopping center, and FAR's range from .2 to .6. (The City annexed most of the larger-lot developments, such as the shopping centers, for sales tax capture purposes.) Generally, there are no land use buffers between the commercial and residential uses, and

many commercial properties along Arrow Highway and Grand Avenue are physically and architecturally incompatible with adjacent commercial and residential developments.

g. Industrial

There is virtually no industrial land in the County. The only uses that fit into this category are two small storage sites on Arrow Highway, near Azusa Avenue.

h. Institutional

The institutional classification is comprised of 7 churches situated in various areas of Covina's Sphere of Influence. Intensities generally are around .25.

i. Governmental

Charter Oak School District's administrative office constitutes the only governmental land use. It is a 5.3-acre site located on Cienega Street, just west of Bonnie Cove Avenue.

j. School

There are 3 public schools in the County, and each site is approximately 9 acres. They are located in different areas, as shown on the Existing Land Use Map.

k. Utility

County utility properties generally consist of a portion of the flood control spreading grounds at Arrow Highway and Barranca Avenue and flood control property and a water tower in Covina Hills. These areas compose 6.6 acres of land.

l. Mixed use

The mixed use sites are:

a) 21326 Arrow Highway
-Commercial business and single-family home, .7 acres.
-Surrounding land uses are single-family detached residential and commercial.

b) 21034 Cypress Street
-Food store and single-family home, .9 acres.
-All surrounding uses are single-family detached.

c) 20346 Covina Boulevard
-Church and house, 1.5 acres.
-Surrounding land uses are single-family detached and institutional (church).

There are very few mixed uses in the County. The first two above constitute the "most conflicting" of the three land use situations. Because the character around each site is residential, if these properties ever became part of the City, the community should make the commercial operations nonconforming.

m. Park

There are 2 parks under County jurisdiction, Charter Oak Park, a community park with various amenities located in the Charter Oak neighborhood (northeast Covina), and Walnut Creek Regional Park, an unimproved generally equestrian staging area in Covina Hills that serves the traversing regional-oriented

Peter F. Schabarum Equestrian Trail. These facilities constitute only 1.4% of the total County area, a deficiency (based on the above-noted recommended standard of 4 acres of park area for every 1,000 residents). Although County residents are able to use City parks and schools, the City facilities mentioned previously are also deficient from quantitative and distributive standpoints (see Section "B" above for explanation and analysis). Refer to Existing Land Use Map for park/facility locations.

n. Parking

There were no County parcels identified that are used solely for parking purposes.

o. Vacant land - Buildable

As listed in Table 5 above, the land use inventory revealed 66.7 acres of vacant land (3.3% of total), and just over 60 acres of this is buildable. 52 of the 60.2 acres of vacant, buildable land consists of a parcel just southeast of the San Bernardino Freeway and Grand Avenue that in 1989 LAFCO determined to be part of Covina's Sphere of Influence. The remaining vacant areas are comprised of both entire lots and portions thereof between .2 and 1.5 acres in size located in various neighborhoods. All vacant properties are situated in generally residential neighborhoods.

p. Vacant land - Unbuildable

The 6.5 acres of unbuildable land are comprised of 4 hilly lots in Covina Hills. Again, the "unbuildable" determination is made by the Planning Division staff on the basis of location/access, topography, and physical features. If various construction measures were to be taken, it is possible that one or more of the three lots could be developed.

q. Public rights-of-way

This category includes streets, flood control channels, and the railroad right-of-way and constitutes 23% of the land use total. According to planning standards listed in various books, this figure is "average" for the type of area under discussion. The percentage is slightly higher than that for the City (22%) because of the large lot area in Covina Hills (in which streets compose a lesser portion of the land). Covina Hills occupies a large percentage of the County area.

r. Inventory of natural resources

Because this matter transcends jurisdictional boundaries, the City Natural Resources discussion, as presented in Section "B" above, is applied by reference. It should be noted, however, that Covina will have less control over any natural resources that stay under unincorporated territory jurisdiction.

s. Inventory of scenic resources

For the same reason stated in the previous paragraph, refer to the "City" section ("B") for a discussion on this matter. Again, Covina City policies aimed at preserving scenic resources will carry less weight in the County.

t. Major underutilized properties

The only major underutilized commercial parcels are a few properties strewn along Arrow Highway, Covina Boulevard, Cypress Street, and Grand Avenue. Staff does not believe this area of discussion warrants a great deal of analysis because most of the parcels are relatively small (under .75 acres). Also, in many areas, there are underutilized single-family residences that, under County control, would be developed with two or more homes, apartments, or condominiums/townhouses.

2. Summary of Key Facts

The following statements summarize the County's existing land use situation:

a. The County areas pervade in various parts of the planning area, though the three largest concentrations are in the northwestern, northeastern, and southeastern/Covina Hills sections.

b. City-County boundaries generally are haphazard, though unincorporated areas are often distinguishable by their lesser quality development and poorer property maintenance and, particularly in the large northeastern section, and by conflicting building types and land use situations.

c. Most County territory, like the City, is built-out. Over two-thirds of the developed areas are residential uses, and 93% of the residential land is occupied by single-family detached homes, the dominant land use type.

d. The County area is comprised of relatively little commercial and virtually no industrial land. All commercial properties are strewn along portions of Arrow Highway and Grand Avenue.

e. There is a park/open space deficiency in the unincorporated areas similar to that of the City.

f. There are some conflicting land use situations, particularly in the northeastern area, that should be handled appropriately in preparing the new Covina Land Use Plan.

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F. LOS ANGELES COUNTY GENERAL PLAN

1. Background Information

In updating a general plan, a community must consider its county's growth blueprint. The Los Angeles County General Plan was adopted in 1980 and is based on a horizon year of 2000. The Plan guides development decisions in County areas and, pursuant to the California General Plan Guidelines, covers incorporated territories as well. (However, in accordance with State law, the County does not exercise direct land use control in the incorporated areas.) Designations in city districts generally follow the respective municipal general plans. To facilitate implementation, community plans for various areas have been prepared, though not for the east San Gabriel Valley.

The County General Plan, which is based on broad social, economic, environmental, and development needs and goals, emphasizes following particular general policies and building guidelines as the best means of implementation. (Implementation measures and standards are not specific either, however.) The overall policy direction for all of Los Angeles County is 1) to promote a more concentrated urban pattern, 2) to focus new development in suitable locations, and 3) to accept moderate population growth equivalent to natural increase.

This discussion will focus on the County General Plan's Land Use Element, particularly it's relation to the Covina area. As stated above, the City is only required to consider the County General Plan in formulating its growth blueprint and related goals, objectives, and policies. Therefore, the below discussion and analysis must be understood within this context.

2. County Land Use Element

The Land Use Element sets forth development type, distribution, and intensity policy for the entire County. The objectives and policies of the Element encourage a more concentrated urban pattern through revitalizing urban areas, infilling bypassed lands, and focusing new urban development in the "most suitable" locations. In addition, the objectives and policies aim to conserve natural resources and protect populations from natural hazards by careful management of development in sensitive areas. The implementation program is comprised of various directory recommendations.

The relation of the County's overall land use objectives and policies on Covina, the primary concern here, is graphically illustrated in the County's "General Development Policy" and "Land Use Policy" maps. These maps are on file in the Covina Planning Division and are discussed below.

a. General development policy

This establishes the overall land use framework. Most of the Covina area is designated "conservation/maintenance," which refers to districts "that are basically sound and should be protected or enhanced." In addition, there are a few pockets of "revitalization" districts, areas "where existing urban uses are being rehabilitated and/or recycled or where such action is desirable to restore and protect the area's physical, economic, and social health," and "infilling" areas, "parcels of vacant or agricultural land within developed urban areas that are appropriate for urban development." It should be noted that many of the sections are difficult to pinpoint and the map is somewhat outdated. Nevertheless, the information will be considered in drafting the new Covina land use proposal.

b. Land use policy

The above-noted General Development Policy is the foundation for the Land Use Policy. Los Angeles County's Land Use Policy distributes various residential, commercial, industrial, and other uses in a manner that generally follows existing development patterns. The Plan emphasizes that the land use policy is a statement of potential development only, not a blueprint for a particular growth scenario. In

addition, the categories are broad in nature (e.g., limited commercial activities are permitted in the residential areas) and, because of the scale of the map, some small land use patterns are not shown clearly. These points notwithstanding, the County's land use plan and related documents will be studied and included to a reasonable extent in the City of Covina planning activities.

3. General Plan Analysis

What the County's land use policy means to the Covina area essentially is moderate to intense building activity in most sections, and there is a great deal of flexibility as to what type of development can go where and at what scale. Although the general policy statements and suggested land use development pattern may be appropriate at the countywide level, a more focused approach is needed to best guide small cities. In addition, the County's implementation program is weak. Therefore, the Covina Planning staff will consider the County Plan and, where appropriate, clarify and specify the information in a manner that best meets the City's needs.

From a Covina planning standpoint, annexing as much unincorporated territory as possible would be desirable in that the City would have leverage over development activities and property maintenance in a greater area. Therefore, City General Plan implementation would be facilitated and local land use, growth, economic development, and community design policies would be better realized. In other words, the City's new land use proposal would be a stronger planning mechanism than the existing County Plan. However, the accommodation of public infrastructure and facilities and various services must be greatly considered. Also, according to State law, annexations must be voted on by effected property owners.

4. County Zoning Ordinance

It is believed that a discussion of County Zoning is unnecessary. The Regional Planning Commission's Zoning Code is a complicated document in which area zoning category identification is difficult. However, the City's General Plan update-related land use inventory identified several conflicting land use situations that necessarily relate to the County Zoning Ordinance. This means that as unincorporated areas are annexed into Covina, case by case studies should be conducted to determine appropriate classification and/or whether properties should be made non-conforming.

G. EXISTING LAND USE - PLANNING AREA

1. Land Uses - Types, Amounts, and Distribution

Table 6 below shows land use figures and percentages for the entire Covina Planning Area, which, as stated in the Introduction above, is comprised of the 7 square mile City/incorporated area and a 3 square mile County/unincorporated territory. In other words, the numbers are the sum of City and County figures shown in, respectively, Tables 1 and 5. Table 6 has been prepared to clarify the extent of land uses in all areas under study. A brief discussion of the table follows.

TABLE 6. PLANNING AREA LAND USES

	LAND USE CLASSIFICATION	ACRES	PERCENT OF TOTAL LAND	RANK	PERCENT OF VACANT LAND	RANK
1.	ALL RESIDENTIAL	3,500.1	54.2	-	55.4	-
a.	SINGLE-FAMILY DETACHED	3,052.9	47.3	1	48.3	1
b.	SINGLE-FAMILY ATTACHED	123.3	1.9	7	2.0	7
c.	MULTIPLE-FAMILY	254.7	4.0	5	4.0	5
c.	MOBILE HOME	61.6	1.0	10	1.0	11
d.	GROUP HOME	7.4	.1	14	.1	15
2.	COMMERCIAL	468.6	7.3	3	7.4	3
3.	INDUSTRIAL	172.0	2.7	6	2.7	6
4.	INSTITUTIONAL	108.8	1.7	8	1.7	8
5.	GOVERNMENTAL	26.5	.4	12	.4	13
6.	SCHOOL	386.7	6.0	4	6.1	4
7.	UTILITY	66.6	1.0	10	1.1	10
8.	MIXED USE	47.3	.7	11	.7	12
9.	PARK	92.1	1.4	9	1.5	9
10.	PARKING	10.5	.2	13	.2	14
11.	ALL VACANT	133.6	2.0	-	-	-
a.	BUILDABLE	124.1	1.9	7	-	-
b.	UNBUILDABLE	9.5	.1	14	-	-
12.	PUBLIC RIGHTS-OF-WAY	1,439.2	22.3	2	22.8	2
	TOTALS	6,452.0	100.0	-	100.0	-

Land use percentages generally reflect the underlying City and County figures in that 1) most of the land is built-out, 2) slightly over one-fifth of the area is devoted to public rights-of-way, 3) almost half of the non-public uses are devoted to single-family detached residences, and 4) very little land is devoted to park use. In addition, the combined commercial and industrial percentage (9.8%) clearly illustrates the "averaging" of the figures for the two jurisdictions, though the City has higher concentrations of commercial, industrial, and institutional uses. (See Table 7 at the end of this section for clarification.)

2. General Analysis

As stated in Sections "A" and "B" above, the boundaries separating the City and County areas are often haphazard. In some instances, the transition from incorporated to unincorporated territory is unnoticeable. But in many cases, the County areas are distinguishable by more varied and lesser quality buildings, conflicting land use situations, poor property maintenance, and flag lot and/or landlocked parcel/use arrangements. Generally, however, there are no major or dangerous land use conflicts between the incorporated and unincorporated areas. For a discussion on the land uses and their distributions, refer to the individual City and County sections, where this matter has been presented in detail.

Table 7 below has been prepared to facilitate the comparing and contrasting of City, County, and Planning Area land use figures.

TABLE 7. CITY, COUNTY, AND PLANNING AREA LAND USES

LAND USE CLASSIFICATION	CITY			COUNTY			PLANNING AREA		
	ACRES	PERCENT OF TOTAL LAND	RANK	ACRES	PERCENT OF TOTAL LAND	RANK	ACRES	PERCENT OF TOTAL LAND	RANK
1. ALL RESIDENTIAL	2,173.90	48.50	-	1,326.20	67.30	-	3,500.10	54.20	-
A. SINGLE-FAMILY DETACHED	1,816.90	40.60	1	1,236.00	62.70	1	3,052.90	47.30	1
B. SINGLE-FAMILY ATTACHED	100.90	2.30	7	22.40	1.10	8	123.30	1.90	7
C. MULTIPLE-FAMILY	212.10	4.70	5	42.80	2.20	4	254.70	4.00	5
D. MOBILE HOME	38.00	0.90	12	23.60	1.20	7	61.60	1.00	10
E. GROUP HOME	6.00	0.10	15	1.40	0.10	12	7.40	0.10	14
2. COMMERCIAL	430.50	9.60	3	38.10	1.90	5	468.60	7.30	3
3. INDUSTRIAL	169.80	3.80	6	2.20	0.10	12	172.00	2.70	6
4. INSTITUTIONAL	92.90	2.10	8	15.90	0.80	9	108.80	1.70	8
5. GOVERNMENTAL	21.20	0.50	13	5.30	0.30	10	26.50	0.40	12
6. SCHOOL	359.80	8.00	4	26.90	1.40	6	386.70	6.00	4
7. UTILITY	60.00	1.30	10	6.60	0.30	10	66.60	1.00	10
8. MIXED USE	44.20	1.00	11	3.10	0.20	11	47.30	0.70	11
9. PARK	64.70	1.40	9	27.40	1.40	6	92.10	1.40	9
10. PARKING	10.50	0.20	14	0.00	0.00	13	10.50	0.20	13
11. ALL VACANT	66.90	1.50	-	66.70	3.30	-	133.60	2.00	-
A. BUILDABLE	63.90	1.40	9	60.20	3.00	3	124.10	1.90	7
B. UNBUILDABLE	3.00	0.10	15	6.50	0.30	10	9.50	0.10	14
12. PUBLIC RIGHTS-OF-WAY	985.60	22.00	2	453.60	23.00	2	1,439.20	22.30	2
TOTALS	4,480.00	100.00	-	1,972.00	100.00	-	6,452.00	100.00	-

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H. LAND USES ADJACENT TO PLANNING AREA

1. Background Information

Because the City and its Sphere of Influence are not a developed island surrounded by a sea of permanently designated open space, the General Plan update process must consider existing and proposed land uses that border the Covina Planning Area in abutting jurisdictions. Doing so fulfills State inter-governmental cooperation goals and helps to avoid major development, administrative, and legislative conflicts. Therefore, border uses and any planned major developments in the communities that surround Covina as well as the general use types within one-half mile of the Planning Area boundary are discussed below. The information is based on a study of general plans from the surrounding communities, windshield observations, and discussions with planners in the respective cities. It should be noted that as the Covina General Plan goes through revision, the City will make a reasonable effort to avoid major land use conflicts with neighboring jurisdictions.

2. Surrounding Communities

The applicable communities, along with their respective locations in relation to Covina, are listed below:

a. **North of Planning Area (west to east)**

- Azusa and Los Angeles County
- Glendora

b. **East of Planning Area (north to south)**

- San Dimas and Los Angeles County

c. **South of Planning Area (east to west)**

- Los Angeles County
- West Covina

d. **West of Planning Area (north to south)**

- Los Angeles County
- Irwindale

See Map 3 for clarification on the locations of surrounding communities.

a. **North of Planning Area**

1) **Existing uses**

The area in question runs along the north side of Arrow Highway and covers three jurisdictions, Azusa, Los Angeles County (Vincent to Barranca Avenues), and Glendora (Barranca to Valley Center). However, the types of uses and the character and intensity of development are similar for all portions of the street. The most common land uses along Arrow Highway are: commercial, specifically small, neighborhood shopping centers; "strip" retail and service establishments; gas stations; automotive repair services and sales activities; eating establishments; and banks and offices. Other common land uses on the street are condominiums and apartments and, to a lesser extent, industrial operations (wholesale and storage businesses and machine shops), institutional facilities (churches and nursing homes), and single family detached houses. There are also two mobile home parks. Overall, uses along the five-mile stretch of Arrow Highway vary tremendously, though most of the FARs are under .6. It should be noted that the

quality of much of the older buildings is marginal. Interior uses also vary, though most are residential and, along the major streets, commercial.

2) **Planned uses**

According to the Azusa, Los Angeles County, and Glendora General Plans, future development generally will reflect the existing land use pattern (i.e., an emphasis on commercial and residential uses). No major land use changes have been proposed.

3) **Relation to Covina**

Although on many portions of Arrow Highway land uses on the north and south sides differ, the street is wide enough so as to serve as an adequate buffer--or prevent major land use conflicts. But, as stated above, both areas generally have a commercial and medium to high density residential character. No major land use or traffic conflicts have been identified. Any future significant land use changes (whether here or at any other border location) should be evaluated on a case by case basis.

b. **East of Planning Area**

1) **Existing uses**

The eastern border of the Planning Area and interior one-half mile area meanders in different directions and runs through residential neighborhoods of varying topography. Between Arrow Highway and roughly the intersection of Badillo Street and Sunflower Avenue, the topography is flat and the primary uses are single-family detached residences, though there is a condominium project at Badillo and Cypress Streets and two mobile home parks on Covina Boulevard. The terrain generally is hilly from Badillo Street and Sunflower Avenue to the San Bernardino Freeway, and the uses are predominantly single-family detached residences. There is some open space too. Most of this area is within the City of San Dimas, though portions are in the County. In recent years, approximately three large-lot subdivisions have been built in San Dimas.

2) **Planned uses**

The San Dimas and Los Angeles County General Plans essentially promote the status quo and allow for moderate development in the vacant and underutilized areas, though medium (up to seven dwelling units per acre) and high (up to ten) density residential are permitted for Valley Center Avenue between Arrow Highway and Cienega Street. It should be noted that the San Dimas General Plan currently is undergoing major revision and will be reviewed by the Covina staff when complete.

3) **Relation to Covina**

With the possible exception of a small nonconforming food store on Valley Center Avenue, there are no existing land use conflicts between the Covina Planning Area and property to the east. The development in San Dimas and in the County is similar to that in Covina. And slightly more intense uses built on the few now vacant or underutilized properties probably would not disrupt this balance.

c. **South of Planning Area**

1) **Existing uses**

The southern border of the Planning Area is somewhat haphazard. Between Village Oaks Drive and Via Verde, the boundary is generally the San Bernardino Freeway, south of which lies a large-lot, rural character single-family detached neighborhood, conventional single-family homes, vacant land, and a housing tract under construction (to be discussed in the "future developments" section below). The one

primary exception here--or area where the boundary jogs around--is a vacant 52-acre property abutting the Freeway and contiguous with the Forest Lawn Cemetery, which was added to Covina's Sphere in 1989. West of Village Oaks Drive, the boundary runs in various areas and ends at Badillo Street and Vincent Avenue. The most abundant land use type between Hollenbeck Avenue and Village Oaks Drive is commercial (shopping centers, restaurants, transient lodging, auto dealers and repair shops, professional offices, and various commercial businesses). There are also single-family detached neighborhoods and multiple-family properties. Most of the areas adjacent to the boundary that are west of Hollenbeck Avenue are residential (apartments and typical tract housing), though there is a major office facility and hospital near San Bernardino Road and Lark Ellen Avenue.

2) Planned uses

The General Plans of West Covina and Los Angeles County do not deviate from the type of commercial and residential development that now exists along the southern border. Currently, in a hilly, vacant 148-acre site just southeast of the San Bernardino Freeway and Grand Avenue, 167 single-family homes are being constructed. This constitutes the major development surrounding Covina. It should be noted that because the above noted, adjacent 52-acre vacant property was recently declared by the Los Angeles County Formation Commission (LAFCO - which oversees annexations and matters relating to changes in jurisdiction boundaries) to be part of Covina's Sphere of Influence, the Planning Division believes that the 148-acre site in question plus the abutting Forest Lawn Cemetery may also be designated for eventual Covina annexation. Therefore, the 148-acre area and the Cemetery shall be listed on the Land Use Map as "Study Area" to clarify the City's interest in this area and to reflect possible LAFCO determinations. The homes under construction should not result in any land use conflicts with existing Covina developments because of similar housing types. Also, there will be more development activity on various now-vacant or under-utilized properties, which may or may not impact Covina. (One such site is the Eastland Mall.) This will have to be reviewed on a case by case basis.

3) Relation to Covina

Although certain areas have differing land uses adjacent to one another, generally there are no major land use conflicts. West Covina's multiple-family and commercial properties along and off of Azusa, Hollenbeck, Citrus, Barranca and Grand Avenues are, for the most part, adequately served by the streets and freeway and are consistent with Covina's land use pattern. Two of the larger complexes, Eastland Shopping Center and Restaurant Row, are buffered by, respectively, a large parking area and street and a substantial grade differential.

d. West of Planning Area

1) Existing uses

Around the intersection of Arrow Highway and Vincent Avenue, there are some commercial and industrial uses, and, from roughly Chadmont Street to the Big Dalton Wash, lies a vast dirt pit. Single-family detached residences exist from this point down to San Bernardino Road and in back of the Ralph's Shopping Center. The neighborhood is governed by Los Angeles County, and the railroad track constitutes the boundaries between the Spheres of Influence of West Covina and Irwindale.

2) Planned uses

The Irwindale General Plan shows the entire area from Arrow Highway to the Wash as industrial. However, the map does not show a land use designation for the single-family detached neighborhood in Irwindale's Sphere that is south of the Wash. In addition, West Covina's Land Use Element does not list any land use categories for the neighborhood west of the Planning Area's western border and south of the railroad track.

3) **Relation to Covina**

Although a land use conflict could occur regarding Irwindale's dirt pit or development thereof and the residential neighborhood east of Vincent Avenue, both uses have existed for many years and no major problems have been reported. In addition, the dirt pit is substantially below grade, which prevents noise and dust disturbances, and there are few facility driveways. Future development here should be reviewed by Los Angeles County and Covina officials to ensure, to the greatest extent possible, land use compatibility. In addition, the Covina Planning staff should investigate why the Irwindale and West Covina General Plans do not show land use designations for the portions of their respective Spheres that are just west of the Covina Planning Area. Based on the existing conditions, however, it can be assumed, that the area would be given a "low density residential" designation on both General Plans, thereby ensuring compatibility with Covina.

3. **Conclusion**

The above discussion and analysis indicates that there are currently no major land use conflicts between the Covina Planning Area and surrounding jurisdictions. A factor that tends to insulate Covina from friction with neighboring cities is that most portions of the Planning Area boundaries are separated by major streets or grade differentials and, in many cases, the developments in the adjacent jurisdictions are at least somewhat similar to uses on the Covina side. Also, abutting communities' General Plans tend to reflect existing land use patterns, though in certain areas, such as north of Arrow Highway and south of the Planning Area, there will be new construction activity that individually or cumulatively may impose some land use, traffic/circulation, and/or other impacts or conflicts. These matters should be handled through case by case project reviews. Therefore, continued inter-governmental cooperation in receiving and reviewing major site plans (in both border and adjacent, interior areas) should be encouraged in addition to adherence to the goals, objectives, policies, and development standards of the revised Covina General Plan.

I. RECENT AND FUTURE COVINA DEVELOPMENT/LAND USE ACTIVITY

1. Incorporated Area

a. Current and immediate past

The 1990-92 national economic slowdown or recession has resulted in relatively little new development now occurring. Approximately 5 single-family attached and multiple-family complexes are either going up or being reviewed, and one community shopping center is under construction, as of spring 1992. Although these projects will alter the land use classifications for their respective properties, the overall impact on the community will be minor. (Most of the applications Planning is now reviewing are for home additions, tenant improvements, and the remodeling and/or expansion of various commercial, industrial, and institutional properties.) In addition, no major land use changes are now under consideration.

Over the previous ten years, however, moderate development--or many alterations of uses--did occur in various parts of the City. This development, which cumulatively intensified and "infilled" Covina, thus affecting the community's character, is described below. For clarification on City areas, refer to Map 3.

1) Residential

a) A few 2- to 7-lot single-family detached subdivisions and one 39-lot project.

b) Many 3- to 15-unit apartment complexes, a few around 15 to 50 units, and one 200+ unit development (densities generally between 20 and 30 dwelling units per acre).

c) Several medium to large size condominium and townhouse complexes (densities generally around 12 to 15 dwelling units per acre).

Virtually all of these projects were either "infill" in nature or constructed on underutilized older single-family detached properties or vacated public school, utility, or City parcels. On average, over 100 dwelling units per year went up during the '80s. Because most of the development was comprised of apartments, condominiums, and townhouses, the cumulative impact of this new residential development magnified Covina's transformation from a predominantly single-family detached community to one of various housing types. The Housing Element illustrated that presently only about 42% of Covina's housing stock is comprised of single-family detached houses.

2) Nonresidential

a) The remodeling and/or expansion of several community shopping centers, such as Covina Town Square and Covina Marketplace, both of which are at Arrow Highway and Azusa Avenue, as well as strip retail facilities and miscellaneous retail buildings.

b) The construction of various small commercial establishments, such as office buildings, restaurants, mini-malls, auto repairs outlets, and combination gas station and mini-markets.

c) The construction of medium and large office buildings in Village Oaks area (near Holt Avenue and Freeway) and elsewhere.

d) The development of two industrial parks and expansion of a few industrial buildings.

e) The expansion of the City's 3 hospitals and several churches.

Over the past 11 years, in various parts of the City, on average, approximately 10,000 square feet per year of commercial and industrial floor space was constructed. Most of the additions, it should be noted, were built on properties already designated for and/or used for commercial or industrial activities. So the primary land use impact of this growth generally was to intensify the community's commercial and industrial districts.

b. Future development

It is difficult to determine precisely how much growth at what areas will occur in the future. Besides population increases, the expansion of various employment centers, commuting patterns, market factors, rising land values, and Covina's future image and appearance, a key factor in shaping long-term physical changes will be the plan on which this Study is based, the Land Use Element. Other determining points will be the amount of public and private surplus land (i.e., from schools, utilities, flood control, or the City) that are deemed suitable for other uses, development in abutting jurisdictions, annexations, the new Metrolink Commuter Rail Line, and traffic improvements. However, based on analyses of the above factors and various Covina General Plan update input, regardless of the particular development scenario chosen, it can be assumed that at least "moderate" growth will occur on a citywide basis. There will be more infill and intensification of land uses throughout the City, which will generate new land use pressures on now low-intensity areas. The revised General Plan will guide and shape this growth in a fashion that considers existing conditions, community sentiment, the City's carrying capacity, fiscal realities, and economic development factors. Covina would probably reach build-out by around 2010.

2. Unincorporated Area

a. Current and immediate past

Over the past 11 years, development in the County territories has followed a pattern similar to that of the City: infill construction and intensification of residential and commercial properties in various areas. However, County development patterns tend to be more haphazard and incompatible with surrounding uses than growth occurring in the City. The average annual amount of growth over the '80s is unknown.

The County's development has been most pronounced in portions of the northwestern and northeastern and eastern unincorporated islands, in Covina Hills, and along stretches of Grand Avenue. Most of the construction pertains to commercial buildings, apartments, and condominiums/townhouses going up on sites that were previously vacant, underutilized, or occupied by older houses. In addition, there have been a few "infill" single-family detached residences built in various neighborhoods.

b. Future development

As is the case with the incorporated areas, the amount of future County development will be determined by population and employment factors, market demand, area image and appearance, land costs, available surplus land, the Commuter Rail Line, traffic/circulation improvements, and the extent of annexations. The latter factor in particular will be a major influence because the City's General Plan will be more restrictive than current Los Angeles County land use policy. Therefore, the more area that remains unincorporated, the greater the amount of overall development that will likely occur in the Planning Area. As stated in the Introduction above, currently about three square miles of the ten square mile Planning Area are governed by the County.

J. PLANS FROM OTHER AGENCIES AFFECTING COVINA LAND USE

1. Introduction

There are four Southern California Association of Governments (SCAG) plans that collectively could impact Covina land use. SCAG, southern California's Regional Planning Agency, has prepared the four long-term plans to "provide a blueprint for the way toward improving the region's transportation mobility, its patterns of growth, and its air quality." The plans are: the Growth Management Plan, the Regional Mobility Plan, the Air Quality Management Plan, and the Regional Housing Needs Assessment. The Air Quality Management Plan was developed in conjunction with the South Coast Air Quality Management District (AQMD).

SCAG developed the four planning tools specifically in response to Federal and State statutes and as a means for addressing and meeting southern California's future population growth, which is expected to rise from approximately 13.8 million (1991) to over 18 million by 2010. This growth, along with major increases in jobs and housing, while strengthening the regional economy and creating many opportunities, will have profound negative impacts on the area's transportation network, commuting patterns, air quality, and local land use situations unless mitigation measures are adopted and followed.

The four SCAG plans are comprised of voluntary and mandatory measures that aim to achieve related regional transportation, land use, and environmental goals and objectives. Because regional transportation, land use, and environmental concerns are interrelated and would therefore tend to transcend the scope of any one topical document, many objectives, policies, and implementation measures are common to more than one plan. This is particularly true concerning the Regional Mobility and Air Quality Management Plans.

Local government is a key player in implementing the four plan package, according to the Association of Governments. Therefore, applicable regional documents from SCAG and all other agencies, which pertain to congestion relief, solid waste management, hazardous waste management, and groundwater protection, warrant consideration in the Covina General Plan update process. The below regional plan discussion, which first describes and comments on the SCAG Plans, will focus on how the documents could affect Covina land use.

2. SCAG Growth Management Plan (GMP)

a. Background

The Growth Management Plan (GMP) is SCAG's advisory regional growth management proposal. The purpose of the Plan is twofold: a) to forecast population, housing, and employment growth for the six-County SCAG region over the next 20 years; and b) to establish land use policies and implementation measures for accommodating the growth. GMP growth forecasts are used in SCAG's other plans (Regional Mobility, Air Quality, and Regional Housing Needs Assessment), a fact that underscores the interrelatedness of the southland's transportation and environmental issues and the need to approach them in a comprehensive fashion.

The Association of Governments projects that between 1988 and 2010 southern California's population will jump from 13.7 to 18.3 million, a 34 percent increase. In addition, housing is expected to rise by 44 percent and employment should go up by around 38 percent. However, while most (57%) of the new jobs created during this period will locate in highly urbanized areas of Los Angeles and Orange Counties, a majority (53%) of the new housing will be built in developing portions of San Bernardino, Riverside, north Los Angeles, and southeast Orange Counties. Regionwide, this unequal growth pattern results in an imbalance between the location of jobs and the location of housing, which increases dramatically total vehicle miles traveled (or VMT, a commonly used regional planning descriptor) on the southland's freeways and major roads, thereby exacerbating traffic congestion and air pollution problems.

The Growth Management Plan seeks to mitigate the growth-related transportation, environmental, and other problems primarily through a jobs/housing balance policy. The ratio of jobs to housing simply

means the relative quantity of employment opportunities to dwelling units in a particular subregion. For example, a 1.25 jobs/housing policy means that for every newly constructed dwelling unit, 1.25 jobs would have to be created. Jobs and housing are in balance when an area has enough employment opportunities for most of its residents and enough housing for most of its workers. Also, technically the types of housing provided should be compatible with the new local employment opportunities.

"Area," according to SCAG, is defined as a subregion, such as the east San Gabriel Valley, central Los Angeles, or the San Fernando Valley, and each subregion is classified as highly urbanized, urbanizing, or mountains/desert. The east San Gabriel Valley is classified as highly urbanized. Southern California as a whole is considered balanced. A subregion is balanced if its ratio of jobs to housing matches that of the region, 1.27 in 1984 and 1.22 in 2010. Job-rich subregions have ratios greater than the regional average; housing-rich subregions have ratios lower than the regional average. The 1984 east San Gabriel Valley ratio was 1.03, which means that the Covina area is housing rich/jobs poor. More on this (as well as Covina's jobs/housing ratio) is explained below. (It should be noted that in recent SCAG documents and policy presentations, there is a greater emphasis placed on VMT reduction than on jobs/housing balance, though both terms serve essentially the same purpose.) This will be elaborated on later during the discussion of the Air Quality Management Plan.

SCAG's overall growth management strategy from 1989 (Plan adoption) through 2010 (horizon year) is, through local implementation of its job/housing balance program, to redirect 9 percent of the region's forecasted new employment or jobs to housing-rich areas and to redirect 5 percent of the new housing units to job-rich areas. (Existing jobs and housing are not affected.) According to the GMP, this more equal or balanced distribution of employment and housing opportunities would greatly reduce vehicle miles traveled, thereby mitigating traffic congestion, air pollution, and land use problems. Other benefits of minimizing the unequal distribution of jobs and housing would be the increasing of worker productivity and general population leisure time and the fostering of more cohesive communities (by, in some cases, reducing sales tax generation disparities among cities).

The growth management strategy is to be achieved by local government fulfillment of specific five-year jobs/housing balance "targets" or performance goals for the subregion in which the municipality lies. For the east San Gabriel Valley, the performance goal is 1.25--meaning that, on average, for every net dwelling unit added to a jurisdiction's housing stock, 1.25 new jobs should be created. (AGAIN, IT MUST BE EMPHASIZED THAT THE PLAN IS ADVISORY AND DOES NOT AFFECT EXISTING HOUSING UNITS AND EMPLOYMENT FIGURES.) Relating to land use planning, this means that future residential and nonresidential land use situations and relationships would have to be more closely studied. Ideally, according to the Plan, to the greatest degree possible, a community should reconcile the types of jobs and new housing to ensure the viability of the program.

The suggested, key implementation program is to incorporate jobs/housing balance goals and policies into the local general plan and zoning ordinance. An example of a policy of this type could be to encourage the retention and enhancement of a community's commercial and industrial areas/land uses for job retention purposes. Although implementing actual job/housing ratios may be infeasible (explained in analysis below), the GMP allows local governments flexibility in selecting and adopting implementation measures that best meet their conditions. It should also be noted that, according to the Plan, in housing-rich subregions such as the east San Gabriel Valley, an "excess" of housing can be accommodated if the units that cause the plethora are earmarked for low income residents or senior citizens or if locally-acceptable mitigation measures ensuring needed economic development or infrastructure enhancement are realized. Also, implementation measures must not be legally questionable or burdensome.

b. Analysis

As mentioned in Section "A" above, the GMP recommends that Covina and other east San Gabriel Valley cities follow a 1.25 jobs/housing balance ratio/policy. The Covina Planning Division feels that there is a great deal of merit to the jobs/housing balance concept from both regional and local planning standpoints and, accordingly, adoption and implementation of reasonable measures aimed at increasing the City's employment to dwelling unit ratio could be accommodated. Specifically, the City should incorporate into the General Plan appropriate, general "jobs/housing ratio maximization" policies, which

would subsequently be followed in the Zoning Ordinance and through initiating a local economic development program. A typical jobs/housing balance goal would be to encourage, to the greatest extent feasible, the preservation and enhancement of Covina's commercial and industrial areas/uses for sales tax generation, job retention, and related purposes. In addition, an example of a viable economic development program could be to create a special commission and/or assign applicable tasks to a City department for the purpose of assisting existing and attracting outside businesses to increase employment. The community could easily monitor housing construction and employment enhancement trends utilizing local, State Employment Development Department (EDD), and SCAG data.

It should be noted that over the past 30 years, the City generally has followed these strategies, which is indicative of a relatively high percentage (13.2%) of commercial and industrial land, a comparatively large number of small and medium size businesses, and one of the San Gabriel Valley's highest sales tax per capita figures. In addition, the City's Redevelopment Agency has assisted in the development and/or enhancement of various commercial and industrial properties for job retention and related economic development purposes. In fact, Covina's existing land use practices and redevelopment assistance efforts have resulted in the City having a higher jobs-to-housing ratio (1.74) than most other east San Gabriel Valley communities, which clearly underscores a strong, diversified economic base. (Refer to Section "E8" of Housing Study for clarification.) Also, the Growth Management Plan suggests forming an inter-city organization to promote and coordinate implementation of jobs/housing balance goals. Therefore, Covina may wish to participate in the recently established San Gabriel Valley Commerce and Cities Consortium, a volunteer organization comprised of cities and major corporations that promote economic development on a regional or San Gabriel Valley basis. Currently, about one-third of the 30 San Gabriel Valley cities participate in this consortium.

Lastly, it should be noted that the diversification of uses in Covina and other San Gabriel Valley cities over the past 25 years (from virtually all residential to the addition of many commercial and industrial uses) has resulted in and, to a certain degree, will continue to serve as a "natural" jobs/housing balance mitigation measure, despite density intensifications. Or, the proliferation of commercial and industrial developments has simply added many jobs. For example, in 1969, according to a special City-conducted census, 17.3% of the Covina labor force worked in the City and 40% worked in the San Gabriel Valley or Inland Empire. The Planning Division's 1989 random questionnaire revealed that 25.4% of the respondents worked in Covina, and almost half (48%) were employed in the surrounding communities. These percentages probably will increase slightly in the future. The point of this matter is that implementation of a local economic development program would also be conducive to the same economic forces that have and will continue to shape the area.

It must also be pointed out that additional City Council direction on this issue is necessary. As stated earlier, in later documents, SCAG views jobs/housing balance in terms of vehicle miles traveled reduction. Therefore, whether and to what extent the Council wishes to adopt a "VMT reduction" policy will essentially determine the degree to which Covina participates in the jobs/housing balance effort. Also, any City jobs-to-housing ratio enhancement program would have to be flexible and viable and generally consistent with existing and future development policies and desires. Thus, as stated above, the City/Redevelopment Agency should be best served by following general "jobs/housing ratio maximization" policies that coincide with ongoing local and regional economic development and community revitalization efforts and activities.

3. SCAG Regional Mobility Plan (RMP)

a. Background

The RMP is SCAG's advisory comprehensive transportation policy document, the purpose of which is to mitigate the region's worsening mobility and congestion problems. The Plan is directly linked to and dependent on SCAG's GMP, RHNA, and AQMP, and its primary goal is to recapture and retain the transportation mobility levels of 1984 (around the time of the Olympics). RMP background facts and figures, the most noteworthy of which is that by 2010 regionwide daily person trips will increase by 42% if no mitigation measures are employed, underscore the facts that 1) the streets and roads of the region simply cannot accommodate anticipated additional traffic, 2) the maximum possible reduction in single-

occupant vehicle trips is essential for meeting various transportation and air quality goals, and 3) better utilization of existing regional transportation networks is necessary. The backbone of the Plan are various goals, objectives, and policies that elaborate on the above and related mobility points and serve as the foundation for an action program. The action program is comprised of four elements, which, along with their respective implementation measures, are briefly described below:

1) Growth Management - This refers to the same jobs/housing balance policy detailed in the GMP and underscores the interrelatedness of the issues. Achieving a more equitable distribution of new jobs and housing (or a reduction in travel distances/vehicle miles traveled), the Mobility Plan states, is paramount to reducing congestion. This is an important component of the process and complements the three other elements.

2) Transportation Demand Management (TDM) - TDM means managing demand during peak periods before it gets on the highway and is the key theme employed in the RMP. Managing demand in effect creates moving capacity on existing facilities and services. TDM measures include ridesharing, carpooling, vanpooling, flextime, modified work weeks, telecommuting, and parking management, and the measures all share a common goal of seeking to modify individual travel behavior to reduce peak period congestion and single-occupant vehicle trips. For Covina and other cities, the specific implementation of TDM measures is carried out through the Air Quality Management Plan (AQMP) process, which is discussed in the following section.

3) Transportation system management (TSM) - TSM refers to employing measures to attain the maximum utilization and capacity out of the existing transportation infrastructure. Examples of common TSM measures include high occupancy vehicle lanes, signal synchronization programs, intersection channelization improvements, and increased freeway message signs. Again, all these measures are addressed in the AQMP.

4) Facilities Development - This portion of the program pertains primarily to the State, County Transportation Commissions, and other agencies and deals with completing various freeway projects and connecting several gaps, improving major roads and the existing bus network, and developing a regional passenger rail system. There are also sections pertaining to enhancing aviation, maritime, railroad, and goods movement. As a local government, Covina's recommended action (again, the Plan is advisory only) would be to improve the major streets, to coordinate traffic signals with surrounding jurisdictions, and to assist in the development of the Metrolink Commuter Rail network and enhancement of any bus routes.

The Regional Mobility Plan concludes with a section on funding, which states that currently there are inadequate funds to pay for the suggested improvements and that new revenue sources (primarily for the State and counties) and that major political commitments will be warranted. For municipalities, the Plan strongly suggests making maximum use out of existing transportation subventions (such as Proposition A and gas tax monies), seeking additional State and Federal aids and grants, where possible, and adopting stable, recurring locally generated revenue sources, for example assessment districts, to pay for road repairs and improvements, signal synchronization, and other programs.

Possible land use impacts come from the growth management (see GMP discussion above) and TSM measures, such as signal synchronization. For example, altering the flow of traffic on any street could generate new land use pressures.

b. Analysis

The City believes in the spirit of SCAG's comprehensive approach to addressing the region's mobility problems and will contribute, to the greatest extent feasible, to implement TDM, TSM, and other recommendations. Regarding the growth management element, as stated in the preceding section, Covina should follow a viable jobs/housing balance or VMT reduction policy by maintaining and, where appropriate, enhancing the local commercial and industrial bases through an economic development program as well as continuing Redevelopment Agency practices aimed at maintaining and expanding

commercial and industrial properties. But again, official Council/Agency direction will be needed. The three mobility elements are an integral part of the AQMP and shall therefore be evaluated in the discussion below. Most of the recommendations contained in the mobility portions of the Plan pertain to County Transportation Commissions, SCAG and other regional agencies, and the State.

4. SCAG Air Quality Management Plan (AQMP)

a. Background

The purpose of the Air Quality Management Plan (AQMP) is to bring the Los Angeles Area into compliance with Federal and State air quality standards. The AQMP was prepared jointly by the South Coast Air Quality Management District and SCAG, which sets out the Plan's land use, transportation, and energy conservation control measures. AQMP measures focus on 1) controlling what are known as indirect sources of emissions, for example roads, highways, and parking facilities, which attract vehicles or mobile sources and are the principal cause of air pollution; and 2) reducing vehicular trips by adopting such methods as employee ridesharing, compressed work schedules, and telecommuting. (Reducing employee trips during peak congestion hours greatly reduces air emissions.) Because the Plan will have long-term land use implications for Covina, applicable procedures warrant discussion at this stage of the General Plan update. (Refer to Covina Environmental Services Department AQMP reports for a comprehensive analysis of the Plan and every measure that applies to Covina.)

The AQMP includes approximately 20 measures that are applicable to local governments. Although cities and counties have discretion over what procedures to adopt to best suit their needs, participation in the process is mandatory. In addition to the AQMP, Covina must implement AQMD's Regulation 15, which requires cities to develop and implement a trip reduction plan for local government sites with 100 or more employees. Employment at the public safety complex (Police and Fire headquarters at Citrus Avenue and San Bernardino Road) exceeds this threshold.

It should be noted that in March 1991, the Covina City Council adopted in concept the AQMP and directed Environmental Services staff to develop specific implementation proposals. Four months thereafter, the Council adopted AQMP measure "1a," which lead to the passage of an employee compressed work week schedule. The City currently is implementing compressed work weeks and considering other methods of reducing employee trips on a Citywide basis, along with implementation of the trip reduction plan required at the Police and Fire complex. Environmental Services recommends adopting a trip reduction ordinance and possibly a General Plan Air Quality Element to establish an overall trip reduction policy framework and to best acknowledge and achieve regional transportation and air quality goals. (The AQMP may require the City to adopt an air quality element anyway. Also, a TDM ordinance is stipulated pursuant to the Congestion Management Program, which is explained in Section 5 below.)

The following listing discusses AQMP measures that will or could, in various ways, have the greatest effects on Covina land use. (Refer to Plan or to Environmental Services reports for clarification.) Again, adoption of specific measures is at the City's discretion and subject to Council approval.

1) Bicycles (Measure 1b) - Having bike routes on the General Plan will affect vehicular circulation and mandating bicycle parking facilities in certain shopping centers would alter various commercial layouts.

2) Trip Reduction Ordinance (2a) - The various trip reduction methods that the City could require of employers, such as ridesharing and compressed work weeks, may alter circulation routes and business activities. Therefore, some land use impacts would possibly occur. Also, the incorporation of telecommuting programs and telecommuting centers could result in quasi-mixed use situations.

3) Air Quality Element (2b) - The AQMP recommends a city to prepare an air quality element primarily 1) to strengthen the community's position in complying with AQMP regulations and determine the best means of addressing applicable AQMP measures and 2) to increase awareness

of local responsibility for air quality and the vital role of local government in meeting the emission reduction goals of the AQMP. Bonding air quality matters with Covina's principal land use policy document would mean that air quality-related goals, policies, and implementation measures would play a role in shaping future land use in the City. One area of potentially major impact deals with parking or auto use restrictions.

4) Auto Use Restrictions (2e) - Requiring special event centers to operate park-n-ride and off-site facility lots, auto-free zones, and street closures during peak periods could alter the circulation patterns and, therefore, land use character of various areas.

5) Growth Management Component - Following SCAG's jobs/housing balance or vehicle miles traveled (VMT) reduction goals would effect land use in that each new dwelling unit should be accompanied by 1.25 jobs or a reasonable derivative thereof (if this policy was adopted). Any local growth management strategy, which could result in certain land use impacts, would have to be tailored to Covina's ongoing activities and shaped so as to give the City maximum flexibility. (See Growth Management Plan Section for a complete jobs/housing balance or VMT reduction discussion.)

b. Analysis

As stated in the Introduction to this chapter above, the City has discretion concerning what measures to adopt to address SCAG and AQMD issues. However, it must be noted that failure to take action could result in the imposition of fines and possibly further erosion of local land use authority. The measures that ultimately will be selected and their respective extents of implementation will determine future land use impacts.

A complete analysis of each measure would be beyond the scope of this writing and more suitable for Environmental Services, though the Covina Planning staff believes that the greatest potential effects relate to the growth management component and auto use restrictions. Such impacts simply relate to accommodating relatively more commercial and industrial developments (i.e., jobs) and orientating such uses around transportation modes other than the car. As stated in the Growth Management Plan Section, the Planning Division finds a great deal of validity with the jobs/housing balance or VMT reduction concept, and therefore some type of growth management or economic development program appears in order. But, again, much of this effort would consist of continuing existing City policies regarding maintaining and, where possible, enhancing the local economic base by preserving commercial and industrial land and redeveloping blighted areas.

More staff analysis and Planning Commission and City Council policy direction in the area of AQMP land use and other impacts is needed. However, Planning agrees with Environmental Services' recommendation to adopt a trip reduction ordinance and to incrementally incorporate reasonable applicable measures into City programs. The City's recent adoption of the first phase of an employee trip reduction proposal is a step in the right direction. It should also be noted that as of this writing, the final AQMP revision has not yet been adopted.

5. Metropolitan Transportation Authority (MTA) Congestion Management Program (CMP)

a. Background

The Congestion Management Program (CMP) of the Metropolitan Transportation Authority (MTA) was established pursuant to Proposition 111 (June 1990) and State legislation. The CMP is a countywide traffic congestion relief measure that also aims to improve air quality and encourage growth management. The Congestion Management Program's purpose is similar to and its goals and policies complement SCAG's three growth management plans mentioned above. Therefore, potential land use impacts exist.

The CMP is based on specific congestion relief-oriented measures that require local governments to adopt various congestion relief plans or face losing gas tax subventions. The MTA has a great deal of leverage in ensuring that its goals (and therefore the goals of SCAG and AQMD) are met.

In complying with the CMP, the City will need to:

1) Conduct traffic impact analyses for new, major developments (such as what could go up around the Montgomery Ward site on South Barranca Avenue) that generate a certain number of trips. Traffic mitigation measures are required.

2) Adopt a transportation demand management ordinance that would require a) employers in the City to submit trip reduction plans and b) the City to amend its Code to require various facilities to accommodate alternate modes of transportation.

3) Ensure that the level of service (or amount of congestion) on Azusa Avenue does not fall below a certain threshold. (Azusa is on the "CMP network," which is comprised of all major thoroughfares and State highways.) If the service level on Azusa should fall below the standard, which is a "Level Of Service E," then the City will have to prepare a plan showing how traffic impacts would be mitigated.

The Draft Congestion Management Program was prepared in late 1991, and the MTA is now developing the final CMP, which must be approved by SCAG, for consistency with its four regional plans, and then adopted by the MTA Board. Final approval by both agencies is expected by fall 1992. Therefore, some requirements may change. The Covina General Plan Circulation Element further expands on the CMP.

The specific land use impacts are currently unknown, though probably would be similar to those associated with Air Quality Management Plan implementation. (Refer to previous applicable section). It is clear, however, that the CMP package may alter development standards and could impact future development on major streets. See "analysis" below for clarification.

b. Analysis

The CMP appears to be a viable process that links SCAG's overall transportation, growth management, and air quality goals and establishes a strong implementation program. Although the Planning staff concurs with Environmental Services that a trip reduction ordinance is necessary, the final Congestion Management Program will have to be released before Planning can comment on the type and extent of land use impacts. However, it is believed that the effects on land use will be no greater than those received from the AQMP. Another important fact is that Council will, of course, have to approve any course of action that Planning would follow.

As indicated in the final paragraph of the "background" section, the CMP process generally affects land use by, first of all, requiring traffic mitigation on certain major streets and for particular projects. This could change the scale and location of certain developments. (In other words, the MTA will have de facto land use controls.) The CMP's requirement (administered through the transportation demand management ordinance) that the Zoning Ordinance be amended to call for the accommodation of alternate modes of transportation in certain projects means that development standards would be impacted. Therefore, such effects here are likely to be Zoning-related or "site specific" in orientation. Moreover, from an overall land use relation standpoint, the impacts mean that the location and extent of certain major commercial facilities could be scaled back or that a developer could build away from the networks, resulting in the imposition of differing land use pressures on neighboring activities.

6. SCAG Regional Housing Needs Assessment (RHNA)

a. Background

The Regional Housing Needs Assessment (RHNA) is the fourth and final SCAG plan that deals with growth in the region. Using the Growth Management Plan (GMP) as a basis and considering State

housing laws and applicable SCAG policies, the Association of Governments developed the RHNA, which is essentially comprised of charts and tables that advise local governments as to how much additional, future housing (through 1994) should be considered to address regional housing needs. (In this sense, "considered" means either actually seeing the development thereof or, at least, planning therefor.) Each city is required to incorporate its allocation of housing need (which is actually existing as well as future needs) into the local general plan housing element and subsequently into the community's planning program. It should be noted, however, that SCAG's housing numbers are not intended to be development quotas but "housing need guidelines." Nevertheless, a city must make a reasonable effort, given available resources, to fulfill its regional housing needs.

In terms of the relation of the Regional Housing Needs Assessment to SCAG's other regional plans, the RHNA is a key growth management component in that the Plan accommodates GMP forecasts by facilitating jobs/housing balance and enhancing transportation and air quality. Covina's total RHNA housing allocation through 1994 is 976 units. Again, the City must use this figure as a short-term housing guideline, which, at a minimum, means planning to absorb this number by identifying suitable vacant and underutilized dwelling unit sites. (The penalty for non-compliance could be the denial of the Housing Element by the State Housing Department and/or loss of housing funds. However, the City may provide a lesser number if that amount can be justified. Refer to the Housing (Element) Study for a complete discussion and analysis of the RHNA. Notwithstanding this fact, as stated above, Covina still is required to make a reasonable attempt to meet its regional housing goals by adequately analyzing available resources.) In terms of land use impacts, the current focus of discussion, the RHNA figure means that the City should allow for continued moderate residential development, as explained below.

b. Analysis

The City will attempt to meet the intent of the RHNA law and provide as well as plan for as much housing as can be reasonably accommodated. But care must be taken to ensure that City infrastructure and services can handle the additional housing. Regardless of the actual number of units provided, the RHNA process has three key land use implications for Covina. One is simply that the City's revised General Plan will have to set aside ample land, at suitable densities, for apartment and condominium development. (The bulk of the units that will be constructed over the next few years will be medium to high density developments.) In addition, the relation of the future multiple family and condominium areas to other land uses should be carefully evaluated to ensure compatibility. Specifically, land use conflicts should not be allowed for the sake of complying with the RHNA. Lastly, it would be appropriate to evaluate new dwelling units (all types) from a general jobs/housing balance/economic development or VMT reduction standpoint. This simply means strengthening the economic base as much as feasible to maintain and enhance necessary employment and tax generation components. Covina lies within a region that, as stated in the GMP discussion, is slightly jobs poor and housing rich. (Again, RHNA clarification can be found in the Housing Element Study.)

7. Countywide Integrated Waste Management Plan

a. Background

The Countywide Integrated Waste Management Plan requirement was created pursuant to the 1989 California Integrated Waste Management Act (AB 939). AB 939, among other things, shifted the responsibility for waste management planning from the State to local governments. Each city must prepare, adopt, and implement a Source Reduction and Recycling Element (SRRE) and a Household Hazardous Waste Element (HHWE). These programs (called "Elements" though not actually a part of the General Plan document) identify how the municipality will divert, through waste characterization, source reduction, recycling, and composting activities, 25 percent and 50 percent of all solid wastes by, respectively, 1995 and 2000 and in what ways the community will eliminate hazardous constituents. The legislation allows cities to determine what programs to implement to best meet their waste diversion/reduction goals.

Once prepared, cities must submit their above noted Elements to the County for integration into the Countywide Integrated Waste Management Plan. Approval from the State is then needed. The new

waste management process is flexible in that cities determine, subject to County Task Force and State concurrence, what measures are to be employed. Also, local governments may form inter-agency agreements to jointly meet waste reduction goals.

To date, for reasons of efficiency and economics/economies of scale, Covina has entered into a solid waste Joint Powers Authority (JPA) with 17 San Gabriel Valley cities. The JPA first issued a study determining the composition of solid waste generated within each jurisdiction. (The chief finding of the Covina study was that although the City presently has a relatively high diversion rate, which is 15%, a great deal must be done in the years ahead to meet and maintain required targets.) Then, a private consultant, using the Authority's background information and recommendations, prepared the draft Source Reduction and Recycling Element. The Element is now undergoing City review, and Council direction is needed regarding the types of programs to be employed, where any solid waste facilities are to be located, and available financial mechanisms to pay for the measures. It should be noted that the City will probably adopt the final Elements in spring 1992.

The types of measures selected by the Council will determine specifically how land uses will be impacted. This topic is expanded on below.

b. Analysis

As stated in Section "7a" above, the backbone of Covina's solid waste management program will be various source reduction, recycling, and composting measures. Many of these measures would be implemented on a site-specific basis (e.g., curb-side recycling in residences and commercial at-source separation and collection facilities), and therefore, land use impacts, if any, are not expected to be great. Minor, site-specific matters could be addressed for adequacy during Site Plan Review activities or through the administration of the Zoning Ordinance and other portions of the Municipal Code. Greater land use impacts could occur from off-site facilities that handle large amounts of recyclables, organic material, or special or hazardous wastes. Besides Zoning, it is recommended that general land use compatibility objectives and policies be followed in implementing this component.

8. Los Angeles County Hazardous Waste Management Plan

a. Background

The County Hazardous Waste Management Plan was prepared pursuant to AB 2948, which permits counties to prepare a plan of this type instead of the hazardous waste portion of the solid waste management plan, which currently is required. (All California counties have opted to prepare hazardous waste plans.) AB 2948 was passed in response to various State and Federal laws restricting untreated hazardous waste disposal, which, in terms of Los Angeles County, most commonly occurred outside the County. This disposal practice had been the chief method by which much of the hazardous waste generated in the Greater Los Angeles area had been handled. The purpose of AB 2948 is actually twofold: 1) to encourage and facilitate the establishment of needed hazardous waste programs and facilities in cities by the private sector to minimize untreated hazardous waste leaving the County, and 2) to ensure that all future hazardous waste treatment and/or disposal will be accommodated in environmentally safe, effective, and economical facilities and handled in a cooperative fashion among government, the private sector, and the public.

In other words, the Plan, functioning as Los Angeles County's chief hazardous waste management tool, aims to achieve a countywide, multi-faceted, balanced, and effective system of hazardous waste management that will protect public health, safety, and welfare. Covina land use is affected in that, as part of the City participation requirement, Covina officials will have to designate sites or general suitable areas for the treatment of hazardous wastes. (This matter is clarified below.) The Plan itself is comprised of four volumes (the proposal, a technical supplement and accompanying appendices) and contains the objectives, needs, policies, plan recommendations, and the implementation schedule of the Plan's programs.

The key parts of the Hazardous Waste Management Plan regarding the establishment of additional hazardous waste facilities are: 1) an identification of general geographic areas within cities and unincorporated areas in the County as to where suitable sites may be found, and 2) a suggested waste facility siting criteria that cities must consider during application review. The City may develop and apply its own criteria as long as the criteria is not less stringent than that for the County in terms of protecting local health, safety, and welfare.

According to the Plan, the possible waste facility locations identified by the County are based on a study of municipal and unincorporated land use patterns, demographic and environmental factors, general plan and zoning designations, and other data. Generally, these areas are in and around existing industrial/manufacturing areas, where a great deal of the hazardous wastes are generated. In Covina, for example, various stretches along the railroad tracks or industrial blocks have been identified. Also, one of the selected areas is just west of the Planning Area in Irwindale. It is important to note, however, that the Plan's map is only an indication of "potentially suitable facilities."

Siting criteria, which the City must adopt, is an important, complex topic that generally pertains to ensuring, most importantly, land use, environmental, and locational compatibility and structural suitability. As stated above, the City must adopt and follow either the County's criteria or other no less stringent standards. Again, the City-selected potential facility locations and siting criteria will have land use impacts and implications, which are touched upon in the section below. Also, there is a direct linkage here to State planning law in that, according to the Government Code, the land use element must identify "solid and liquid waste disposal facilities." AB 2948 suggests that cities must follow the law and cannot prohibit the siting of hazardous waste facilities in their jurisdictions.

The County Hazardous Waste Management Plan already has received State and County approval. In terms of Covina Plan implementation, the City has opted to incorporate applicable portions into the revised General Plan. This determination was made by the Council in 1989. The actual incorporation of Plan components (i.e., location suitability, siting criteria, etc.) would occur in conjunction with adoption of the General Plan Safety Element, which documents and details these matters and should be referred to for clarification thereof. It is important to incorporate the County Plan soon because, according to AB 2948, once the City receives a hazardous waste facility application, City staff would have only sixty days to make a decision.

b. **Analysis**

The general land use impacts on the City will be determined on the basis of where the facilities will be permitted and the standards by which they will be evaluated, which as previously stated, is handled in the Safety Element. These major policy matters will require Council and citizen discussion and direction. In fact, the Hazardous Waste Management Program stresses public involvement at all levels of the process. Specific impacts would be addressed at the application review level on a case by case basis. Therefore, it is appropriate to hold off detailed discussion on hazardous waste facility acceptance in this Study.

Usually, however, the land use issues will center around the industrial category or Zoning District (where the hazardous waste facilities are likely to be designated) and its relation to nonresidential classifications, particularly residential. Matters including, but not limited to, compatibility, facility access, and environmental protection will be the primary concerns. (One point worthy of mentioning in the Study is that because many of Covina's industrial areas are relatively small and close to residential districts, the City should not have any sites suitable for larger, more toxic plants/facilities.) As is the case with other matters, the General Plan will serve as the overall policy framework; site-specific details, such as facility setbacks, will be addressed at the Zoning level.

9. National Pollutant Discharge Elimination System (NPDES) of Los Angeles Region Water Quality Control Board

a. Background

The legal foundation for this process is the Federal Water Quality Act of 1987 and related Federal and State statutes. A key purpose of the water quality laws is to control all nonstormwater discharges into water bodies, such as lakes and the ocean, for environmental protection. The National Pollutant Discharge Elimination System (NPDES) serves as the program framework for water quality law implementation or municipal and industrial stormwater discharge regulation. Failure to comply with the system could subject the City to fines.

NPDES itself is a chief implementation program of the Los Angeles Region Water Quality Control Board's Water Quality Control Plan. The Plan, which was adopted in 1975 and given a horizon year of 2000, is comprised of goals, objectives, and programs and aims to protect water quality for applicable surface and subsurface (groundwater) sources. The Water Quality Control Plan was prepared pursuant to various late '60s and early '70s water quality laws and statutes, and the Plan is now undergoing major revision. A key responsibility of the Water Quality Control Board is regulating and monitoring water system discharges and programs and water treatment facilities, which is inclusive of NPDES matters. It should be noted that besides the NPDES component, no other sections of the Plan require City of Covina action. Therefore, the Plan itself does not warrant detailed discussion. A focus on NPDES is sufficient.

According to the NPDES regulations, currently Covina must obtain a Municipal Permit, whereby the City is considered a co-permittee with Los Angeles County. The permit itself is issued by the Water Quality Control Board. Over a three-year period beginning in July 1992, the City will have to follow a stormwater/urban runoff management program to control pollutants discharged from residential, commercial, and industrial areas. Included in the program will be requirements 1) to report on factors exacerbating stormwater contamination and on land uses and facilities in "drainage areas," 2) to document all stormwater/runoff management practices that control pollutant discharges in residential, commercial, and industrial areas, and 3) to develop a plan for implementing what are called Best Management Practices (such as street sweeping), which control pollutant discharges.

Currently, the City is acting/cooperating with Los Angeles County, which is the lead agency. In April 1992, the Council officially authorized the City to participate with the County as a co-permittee. An NPDES program therefore will be prepared in the near future. The program is further discussed and handled from a detailed policy standpoint in the Safety Element.

b. Analysis

According to Environmental Services, the NPDES process will constitute a major undertaking and will warrant much action in that up to one-third of Covina's businesses may fall within the activity categories that are considered to exacerbate nonstormwater runoff problems. In other words, many businesses may have to change at least part of their operations to abate or mitigate pollutant discharges. Therefore, the City administrative and private impacts appear fairly significant. However, Planning is not sure what land use pressures and resultant impacts will occur. Because most of the City is already built upon, future local development would not significantly worsen drainage conditions. Rather, the Planning staff believes that the major planning-related effects of NPDES will be "site specific" in nature. This means that during Site Plan Review, an evaluation of runoff conditions would have to be conducted to ensure NPDES program compliance. Also, appropriate nonstormwater goals, objectives, and policies would need to be placed in the General Plan Land Use and Safety Elements. More analysis on this matter will be warranted when the County gives further direction and/or in conjunction with General Plan implementation.

10. Conclusion

The eight regional plans mentioned above have been prepared out of a need to deal with various issues (e.g., transportation, air quality, and waste management) that transcend municipal boundaries. The issues

or problems have all been worsened and will continue to be exacerbated by increased growth throughout southern California. To mitigate the negative consequences of this growth while allowing for economic vitality in the region, local government, industry, and public cooperation in this endeavor is warranted. Therefore, the City of Covina should, to the greatest extent feasible and practical, consider regional plan recommendations in the General Plan update.

Regarding the SCAG, AQMD, and MTA plans, the key measures that are aimed at local governments pertain to jobs/housing balance or vehicle miles traveled reduction (which, for Covina, also translates to economic development enhancement), controlling indirect sources of emissions, reducing all types of vehicular trips, restricting auto usage in designated parts or developments of the City, and initiating various transportation demand and transportation system management measures. It is interesting to note that the Air Quality Management Plan and the Congestion Management Program give, respectively, the AQMD and MTA de facto land use powers. The solid and hazardous waste management plans, on the other hand, shift responsibility form the County to cities for various waste management activities. Moreover, the NPDES (stormwater runoff monitoring process) gives Covina new water quality management tasks. So while in the future there may be a continuing slight erosion in municipal land use authority to address regional growth-related issues, cities will be given greater responsibility for managing certain long-existing environmental matters. These changes underscore the need for local governments to at least somewhat change their perimeter of concern to meet southern California's future growth-related challenges. And because municipalities will probably always retain local control over most of their affairs, when dealing with this new arrangement, their environmental-related needs and concerns must be adequately addressed.

Regarding the application of the previously discussed regional plans to Covina, one area that warrants City intra-departmental coordination is the responsibility for implementation. Environmental Services, Administration, and Planning will have to develop a procedure/program specifying, among other things, what department/division will be accountable for implementing what tasks. But in order to provide the City with maximum flexibility in General Plan implementation and other administrative activities, it may be appropriate to refer to responsibility for handling certain matters as simply "the City." Regardless of its specific content or format, an implementation strategy will be necessary to document overall plan requirements and administrative responsibilities and to ensure adequate follow-through.

K. CURRENT CITY AND COUNTY LAND USE ISSUES

1. Background

In the course of collecting data for the General Plan update, the Planning Division staff ascertained how the City Council, Planning Commission, local residents, businesses, and others feel about various Covina planning- and growth-related issues. Citizen participation, Council and Commission direction, inter-departmental communication, and inter-governmental coordination are required by State law and are essential processes during the issue identification and goal and policy formulation stages of a general plan update.

The principal methods that Planning staff employed to receive input were a General Plan update committee comprised of Council and Planning Commission members, two community questionnaires, and two public forums. In addition, the Planning staff received oral and written planning-related comments from City department and division heads and officials from various public agencies and conferred with four local advisory bodies (other than the Planning Commission). Most of the comments made pertained to land use, circulation, housing, community design, and open space matters, though land use is the focus for the chapter at hand.

Listed below are the land use-related comments stated by the update committee, advisory bodies, and City and other agency officials; expressed during the public forums; and written in the two questionnaires. The chapter concludes with a synthesis of the comments/recommendations made and, based on this information and topics presented in Sections "A" through "J" above, a listing of all germane Covina land use issues. For background material and clarification on these citizen participation measures, including appurtenant comments, and for details on input pertaining to all subject areas of the General Plan update process, refer to applicable filed material in the Covina Planning Division.

2. Key Land Use Points From General Plan Update Committee

The General Plan Update Committee was divided into three subcommittees: Land Use, Community Design, and Redevelopment; Circulation, Open Space, and Noise; and Housing. The Committee met several times, and most of the remarks below came from the Land Use subcommittee, though germane, applicable comments of the Circulation and Housing groups have been included as well.

a. The five commercial land use categories should be consolidated into about three. Only one category for industrial properties is needed. The lots along East San Bernardino Road that now have commercial and industrial general plan classifications should be designated one or the other, not both. The revised land use hierarchy should be simple and adequately meet existing and future conditions.

b. The City should maintain its two-story, low floor area ratio (generally under .5) character, except in such areas as around Inter-Community Medical Center, Montgomery Ward, plus certain portions of Arrow Highway and Azusa and Grand Avenues. In addition, the community may wish to consider allowing higher-than-average development along part of the commuter rail line and/or near the rail station at Citrus Avenue.

c. The City should continue to promote the downtown as the social, economic, and spiritual center of the City. Future buildings on and within one block of Citrus Avenue should be limited to two stories in height.

d. In the future, permit moderate commercial and industrial development to meet the City's fiscal, tax base enhancement, employment, and related needs and to maintain the town's positive image. Regarding commercial development, the City should assist in the retention and renovating of various retail uses, particularly high sales tax generators like shopping areas and auto dealers. Large projects, as opposed to small developments, are to be encouraged.

e. To enhance the City's appearance, image, and land use relationships, the City, where feasible, should attempt to eliminate many of its nonconforming uses.

f. Covina should encourage future annexations as a means of having more control over and of "cleaning up" neglected areas. Commercial properties along Grand Avenue and Arrow Highway should receive priority for annexation, and this process could be best handled on an area-by-area basis.

g. Future land uses accommodating apartments, townhouses, and condominiums should be oriented around major thoroughfares that had previously been designated for medium to high density development and along streets that already are either completely developed with apartments and condominiums or are in transition from single-family homes to multiple-family and related complexes. In addition, on streets that are now designated for complexes but actually comprised of no more than two multiple-family structures, no additional apartments/condominiums should be permitted. In general, fewer new medium to high density development units are sought. However, the Regional Housing Needs Assessment (RHNA, SCAG's regional housing needs plan) for Covina should be considered.

h. Future maximum residential densities should be limited to around 20 dwelling units per acre of land. This is to be reflected in changes to the residential categories of the City's General Plan Land Use Map.

i. Regarding the many above-average size lots with single-family dwellings that are in predominantly single-family neighborhoods, apartment and condominium construction should not be permitted because of possible land use and physical compatibility problems.

j. Mobile home parks should be preserved because of their value as a source of low- and moderate-income housing.

k. Where appropriate, study the relationship between commercial or industrial and residential land uses to ensure land use compatibility.

l. Covina currently has enough parks and public buildings/facilities.

m. No City-owned open space is needed either to preserve natural resources or to protect areas that may be endowed with high scenic value.

n. Regarding open space in the Covina Hills district, the City should seek to retain natural habitat and the district's rural, low density character by limiting subdivision activity. Future grading should thus be kept to a minimum as well.

3. Key Land Use Points From Short Questionnaire

The short questionnaire was comprised of nine general planning and related questions. It was distributed to all City and County residences and local businesses, which totaled about 22,000 addresses.

a. In response to the question, "What do you think are the major local planning and development issues facing Covina today?," the most common answers were:

1) Adopting a slow to moderate growth policy (14.4%).

2) Maintaining and promoting the local commercial and industrial bases and getting a better variety of retail businesses (9.0%).

3) Slowing the pace of multiple family and condominium development (7.6%).

4) Dealing with increasing traffic volumes (9%).

5) Maintaining existing parks and developing new parks (4.5%).

6) Annexing unincorporated areas (2.3%).

7) Slowing the pace of commercial development (2.3%).

8) Providing various housing types (1.5%).

b. Responses to other questions generally indicated the following:

1) It is clearly stated that Covina's small town/low intensity atmosphere should be maintained, and higher intensity uses should be oriented only in appropriate areas.

2) Although some answers reveal a desire to control/limit all growth everywhere, there appears to be a great desire to permit moderate commercial and industrial development, particularly retail, service, and light manufacturing businesses that will draw people and bring jobs.

3) Regarding future development and area relationships, respondents place a strong emphasis on avoiding conflicting land uses.

4) The desire to limit medium to high density complexes and focus them toward appropriate areas is made clear.

5) Many respondents are concerned about the City's image and appearance.

4. Key Land Use Points From Covina Community Questionnaire

The Covina Community Questionnaire responses have been weighed more heavily than those of the short form because the Community Questionnaire is more detailed and had a greater response rate. Approximately 2,200 questionnaire forms (one for every ten households) were mailed to each City and County residence. And approximately 15 percent of the forms were returned. The Community Questionnaire contained 26 general and specific questions on planning, development, and related matters.

a. The following are land use-related issues that were identified by respondents as a moderate or major concern:

1) City appearance (87.1%)

2) Housing types and distribution (83.0%)

3) Parks, open space, and recreational facilities (83.0%)

4) Traffic (80.7%)

5) Overdevelopment (80.1%)

6) Maintaining City commercial and industrial bases (76.1%)

7) Stability and vitality of downtown (75.2%)

8) Providing ample commercial uses for local residents (56.4%)

9) Abundance of remaining unincorporated areas (55.6%)

b. The below answers illustrate how people think the City should handle its relatively high percentage of medium to high density developments:

1) Greatly reduce densities (62.2%)

2) Slightly reduce densities (21.7%)

3) Nothing/allow development to continue at current pace (13.8%)

4) Stop all apartment/condominium development (2.0%)

c. Responses to other questions generally reveal the following:

1) Circulation and design improvements to the downtown are needed.

2) The City should attain a better variety of retail stores, particularly in the downtown.

3) Unincorporated areas should be annexed.

4) Traffic increases and overall development intensification have created problems that warrant review.

5) In some areas, there may be too great a concentration of commercial development.

6) The proliferation of multiple family complexes and condominiums needs to be addressed.

5. Key Land Use Points Made During Public Forums

The Planning Division conducted two public forums to ascertain firsthand citizen feelings on various planning and "quality of life" issues. The forums focused on land use, housing, circulation, and community design and also addressed open space, noise, and other topics. The comments below, again, focus on land use matters.

a. Major developments and/or land use changes should be closely examined for their land use impacts.

b. Land use and related goals, objectives, and policies should work toward improving the community's image and character.

c. Buildings over two stories in height should be discouraged, except for certain appropriate areas. Maintain Covina's small-town, homey atmosphere.

d. More light manufacturing-designated land, specialty shops, quality restaurants, and revenue-producing businesses are needed.

e. The City has a park deficiency, and therefore more recreational facilities should be developed.

f. Strengthen the downtown's business types, building facades, and circulation.

g. We should encourage more incorporation of County islands.

h. Over the next 20 years, the City should have slow to moderate housing growth. The housing character should remain single-family detached.

i. Although the City has a proliferation of apartments and condominiums, medium to high density developments should be accommodated in areas where appropriate.

j. Multiple-family densities should be reduced citywide.

k. Retain blocks that are now comprised of old homes and zoned "R-1" (residential--one dwelling unit per lot) for single-family detached housing.

6. Key Land Use Points Made by City Advisory Bodies

Besides conferring with the Planning Commission (via the General Plan Update Committee), Planning staff also met with and received input from four important City advisory bodies, the Board of Parking

Place Commissioners, the Traffic Advisory Committee, the Housing and Community Development Committee, and the Parks Commission. The land use-related comments made by the Housing and Park bodies are listed below. Parking Board and Traffic Committee remarks pertain more to circulation and transportation matters and therefore are addressed in the Circulation Element.

a. **Housing Committee comments:**

1) Single-family detached housing is preferable to medium to high density developments. However, a moderate amount of apartment and condominium projects should be permitted in the downtown and areas where land use and circulation impacts are minimized.

2) Retain all mobile home parks.

3) Multiple-family housing for seniors and low income residents is important.

4) Balance future housing construction (all types thereof) with moderate commercial and industrial development and sufficient services.

5) Because of Covina's shortage of parks, we should avoid, as much as possible, the conversion of recreational facilities to commercial uses.

b. **Parks Commission comments:**

1) All existing parks shall be preserved and possibly incompatible land uses or inappropriate encroachments onto parks should be closely studied and discouraged.

2) The City should preserve areas of outstanding scenic, historic, and cultural value.

3) The City should attempt to develop additional parks of all types and sizes at various areas, though an emphasis should be placed in locating new facilities in the eastern and western portions of the City and in neighborhoods in and around medium to high density developments.

4) Future park site locations on the Land Use Map should be assigned only as circumstances warrant.

5) The potential land use and other impacts of proposed parks and recreational facilities should be studied.

6) Recreational areas and open space in large residential as well as nonresidential developments should be ample in terms of quantity and location, and, where feasible, should be accessible to the general public.

7) When future surplus properties, such as schools, are put up for sale, the City should closely examine how recreational services could be adversely affected or, on the other hand, improved (such as through acquisition for parkland purposes).

7. Key Land Use Points Made by City and Non-City Personnel

The below comments on land use were made by Covina department and division heads and officials from local utility companies, school districts, and various other County and State agencies.

a. Projected growth should not adversely impact the supply and distribution of utility services.

b. Public schools will be able to absorb growth, at least over the next decade.

c. Certain land use decisions and major residential growth could constrain the provision of local emergency services.

d. Land use decisions should work toward attaining a balanced community in terms of maintaining Covina's variety of housing units while retaining existing employment opportunities and promoting job/business

growth. An economic development program should strongly be considered. Such decisions should also further the social and spiritual vitality of the community and preserve locally historic buildings and districts.

e. The proliferation of apartments and condominiums and small-lot subdivisions should be addressed.

f. At least two new parks, preferably east of Grand Avenue, should be developed.

g. Future land use patterns should not interfere with public transit routes or the regional transportation network.

h. More surplus properties will be available for redevelopment.

i. The enforcement of nonconforming provisions, particularly regarding the possible loss of multiple-family complexes in commercial areas, must be studied.

j. The continuation of mixed use provisions in the downtown should be discussed.

k. The City shall recognize its obligation to take appropriate, viable, and locally-acceptable actions in implementing various regional plans. Such actions include, but are not limited to, adoption of Trip Reduction and Transportation Demand Management Ordinances, initiation of local economic development and recycling programs, and managing nonstormwater runoff.

8. Synthesis of All Land Use Comments

The below points synthesize all land use comments made in sections 2 through 7 above.

a. Consolidate commercial land use categories, and keep 1 industrial classification. Restructure the residential density hierarchy such that the maximum permitted density is around 20 dwelling units per acre of land.

b. Maintain the 2 story/low FAR (generally under .5) character, except in certain areas where higher intensity uses can be accommodated.

c. In the future, retain commercial and industrial uses and permit moderate commercial and industrial development, particularly retail facilities and medium to large, high sales tax generators, such as shopping centers and auto dealers. A better variety of retail businesses is a priority. Also, maintain and, where feasible, attempt to expand employment opportunities.

d. Continue to promote the physical, social, and economic stability and vitality of the downtown. Future buildings on and within one block of Citrus Avenue should be limited to 2 stories in height.

e. Permit moderate residential growth. Although single-family detached is the preferred housing type, some apartments, condominiums, and townhouses must be accommodated in appropriate areas, such as in and around the downtown and along and near major streets that are already designated for medium to high density development. On streets with only 1 or 2 complexes, prohibit future multiple-family development. Retain mobile home parks.

f. Preserve the large-lot, low density character of Covina Hills. Minimize future grading.

g. Where appropriate, study the relationship between existing and future residential and commercial or industrial uses to ensure compatibility. Major developments and/or land use changes, such as regarding surplus properties, should be closely examined in terms of their land use impacts.

h. Overall land use goals, objectives, and policies should work toward improving the City's image, appearance, economic and spiritual vitality, and land use harmony, despite development and traffic

increases. Maintain and enhance Covina's "balanced community" status (pertaining to having roughly similar daytime and nighttime adult populations).

i. Where possible and feasible, eliminate nonconforming uses. But potential apartment and condominium losses should be evaluated.

j. Where possible, encourage the annexing of unincorporated territories, particularly commercial properties along major streets.

k. Preserve existing parks and attempt to develop additional parkland of all types and sizes at various areas, particularly in the eastern and western portions of the City and in and around medium to high density developments.

l. Currently, the City apparently does not own any open space that could be needed to preserve natural resources or to protect areas endowed with scenic resources.

m. Possibly incompatible land use encroachments on parks should be discouraged and the potential land use impacts that any new parks would impose should be closely studied.

n. Ensure that future land use patterns do not interfere with public transit routes or the regional transportation networks.

o. Ensure that all regional plans are implemented in an appropriate manner and, to the greatest extent possible, that City inter-departmental task responsibilities are documented.

9. Community Land Use Issues, Opportunities, and Assumptions

a. Background

In order to best shape a general plan's goals, objectives, policies, and programs or implementation measures, the update process should include an identification of what the State General Plan Guidelines calls "Issues, Opportunities, and Assumptions." Issues are important community matters or problems that warrant discussion. Opportunities are defined as potential benefits of planned improvements. And assumptions are suppositions regarding various factors over the next few years. In addressing these three topics for the Land Use Element process, the Planning staff considered all appropriate sources and input from the public, City Council, Planning Commission, and City employees via the above-documented measures and accompanying responses. Again, issues, opportunities, and assumptions serve as the basis for goals, objectives, policies, and other General Plan components. The below-listed issues are expanded on in the Land Use Element document.

b. Issues

The following land use issues have been identified:

1. Maintaining Covina's small town/relatively low rise character, but allowing (locally defined) moderate intensity uses in appropriate areas. Where?

2. Promoting physical, social, and economic stability in the downtown and all other areas while minimizing blight and maintaining Covina's image.

3. What should the City look like in 2010, and how do we get there?

4. Maintaining all residential areas.

5. The proliferation of apartments and condominiums/townhomes. Where should future complexes be oriented, how should densities be handled or reduced, and how much more do we permit?

6. Dealing with:

a) Residential blocks in transition from old, single-family homes to medium or high density developments.

b) Large, deep, and underdeveloped residential lots in single-family detached neighborhoods.

c) Future single-family detached lot sizes.

7. Maintaining and, where appropriate, expanding commercial uses, particularly retail and service businesses and auto dealers.

8. Maintaining industrial uses. Are more areas needed for industrial purposes? Promoting harmony between residential and commercial or industrial uses.

9. Dealing with the City's apparent park deficiency. Where should future parks be located? What sizes and types are appropriate?

10. Dealing with:

a) Illogical/conflicting and mixed land use situations.

b) Nonconforming uses, particularly aging or old residential dwelling units in commercial or industrial areas.

c) Unincorporated areas.

d) Land Use/Zoning inconsistencies.

11. Uses suitable for future closures of schools, flood control facilities or public utility sites, and now-major underutilized properties.

12. Handling major developments in other jurisdictions.

13. Maintaining a "balanced community" in terms of variety of businesses and retail establishments and ratio of jobs to housing.

14. Preserving existing, generally limited natural resources, particularly two riparian woodland communities.

15. Preserving any historic and/or scenic resources.

16. Possible land use pressures generated by Metrolink Commuter Rail Station.

17. Hazardous waste facility siting and operational criteria.

18. Public health protection from hazardous waste exposure.

19. Regional growth management, housing, transportation, circulation, and air and water quality implications regarding Covina land use activities.

c. Opportunities

1. Revitalization and improvements to downtown/Town Center.

2. Azusa Avenue commercial revitalization and beautification.

3. Expansion of Auto Row on Citrus Avenue.

4. Development of major now-underutilized properties.

5. Opening of Metrolink Commuter Rail Station.

d. Assumptions

1. Covina will continue to be a maturing/aging suburban community, the uses of which require increasing preservation, maintenance, and revitalization.

2. Covina will remain a predominantly residential City with a variety of commercial and industrial activities.

3. There will continue to be infill construction and density intensification pressures that will spawn moderate redevelopment activities and growth, which will be shaped (i.e., in terms of type, amount, and location) by the General Plan land use categories.

4. Unless major General Plan Land Use Map modifications are made, Covina's overall land use pattern is unlikely to change a great deal.

5. Single-family detached housing will continue to constitute a decreasing majority of the residential land uses, as most of the future housing construction is likely to be apartments and condominiums/townhomes.

6. Commercial uses will continue to be important to Covina because of sales tax purposes.

7. Future land use intensification pressures will be generated primarily by moderate population growth, housing demand/market forces, surplus land, rising property values, and increasing foreign investment.

8. The economy of Covina will continue to evolve around commercial businesses, services, and light manufacturing and wholesaling/warehousing operations.

9. Demographic and social changes will continue to occur, which may influence future land use decisions.

10. There will be more public and private surplus properties suitable for redevelopment and/or major land use change.

11. The Metrolink Commuter Rail Station will generate land use pressures.

12. The City will be given more responsibilities in addressing regional issues and plans and in developing and implementing viable applicable implementation measures or programs.

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L. COVINA GENERAL PLAN LAND USE SCENARIOS

1. Background

Considering Sections "A" through "K" above, three land use or General Plan scenarios have been developed. The reason three scenarios are employed is to adequately address State planning and environmental impact review requirements and to serve as a framework for discussion and analysis of future land use arrangements. The scenarios, along with their respective residential, commercial, and industrial land use percentages, maximum dwelling unit potentials, and population build-out figures, are listed below and followed by a discussion and analysis of the three plans.

The three scenarios are:

1. Status Quo (Existing General Plan)

2. Moderate Growth

3. High Growth

See the "scenario" maps at the end of this chapter for a visual description of these alternatives. The larger accompanying maps on the three growth blueprints may also be referenced for clarification on any areas or properties.

2. Discussion of Scenarios

Land use acreage, dwelling unit count, and population data for the three development scenarios are broken down in Table 8 according to their respective existing City and County boundaries.

TABLE 8. COVINA GENERAL PLAN UPDATE PROCESS BUILD-OUT FIGURES FOR LAND USE SCENARIOS

* Recommended Scenario/Land Use Plan

LAND USE CATEGORY	SCENARIO #1 (EXISTING GENERAL PLAN/STATUS QUO)			SCENARIO #2* (MODERATE GROWTH)			SCENARIO #3 (HIGH GROWTH)		
	ACRES	UNITS	POPULATION	ACRES	UNITS	POPULATION	ACRES	UNITS	POPULATION
	CITY/INCORPORATED								
A. RESIDENTIAL	T-2237.0	20061	55067	T-2241.4	17905	49149	T-2188.9	18479	50725
1. LOW	1800.9	10485	28781	1805.8	9889	27145	1721.6	9384	25759
2. MEDIUM	402.1	8202	22514	196	2744	7532	148.2	2075	5696
3. HIGH	34	1374	3772	239.6	5272	14472	319.1	7020	19270
B. COMMERCIAL	T-546.5			T-548.4			T-570.4		
1. GENERAL	N/A			461.2			483.2		
2. TOWN CENTER	N/A			87.2			87.2		
C. INDUSTRIAL	217.1			210.8			241.3		
D. PARK	63.2			63.2			63.2		
E. OPEN SPACE	39.2			39.2			39.2		
	COUNTY/UNINCORPORATED								
A. RESIDENTIAL	T-1410.8	8402	23064	T-1408.4	8053	22105	T-1404	8446	23184
1. LOW	1313.3	6413	17604	1285	5899	16193	1261.1	5755	15797
2. MEDIUM	97.5	1989	5460	70.2	983	2698	56.4	789	2166
3. HIGH	0	0	0	53.2	1171	3214	86.5	1902	5221
B. COMMERCIAL	T-32.4			T-34.8			T-39.5		
1. GENERAL	32.4			34.8			39.5		
2. TOWN CENTER	0			0			0		
C. INDUSTRIAL	4.7			4.7			4.4		
D. PARK	27.4			27.4			27.4		
E. OPEN SPACE	2			2			2		
	PLANNING AREA/TOTAL								
A. RESIDENTIAL	T-3647.8	28463	78131	T-3649.8	25958	71254	T-3592.9	26925	73909
1. LOW	3114.2	16898	46385	3090.8	15788	43338	2982.7	15139	41556
2. MEDIUM	499.6	10191	27974	266.2	3727	10230	204.6	2864	7862
3. HIGH	34	1374	3772	292.8	6443	17686	405.6	8922	24491
B. COMMERCIAL	T-578.9			T-583.2			T-609.9		
1. GENERAL	N/A			496			522.7		
2. TOWN CENTER	N/A			87.2			87.2		
C. INDUSTRIAL	221.8			215.5			245.7		
D. PARK	90.6			90.6			90.6		
E. OPEN SPACE	41.2			41.2			41.2		

NOTES:

1. Densities for scenario #1 are 0-6.4; 6.5-20.4; 20.5-40.4; densities for scenarios #2 and #3 are: 0-6.0; 6.1-14.0; 14.1-22.0. It should be noted that all Low Density Residential maxim dwelling unit numbers have been adjusted to reflect the lower density character of Covina Hills. Specifically, maximum densities in this area are computed at two units per acre.
2. Residential acres consist only of properties expected to be residential in future. (See text for clarification.)
3. Population estimates based on State Finance Department 2.745 person per household figure.
4. Incorporated and unincorporated boundaries based on current City Sphere of Influence limits.

Refer also to the table at the end of this chapter that shows scenario-specific planning area figures and major policy differences.

Regarding all three scenarios, it must be noted from the outset that the residential subcategory average figures do not include residential-designated properties that currently are and in the future are expected to be occupied by nonresidential uses, such as churches, large group homes, and governmental and utility facilities. (In creating the below-described land use categories, the Planning staff has attempted to streamline the classification system, and, therefore, institutional, governmental, utility, and other less abundant uses were deemed suitable for residential--as well as commercial--areas.) The staff believes that this method of computation is appropriate because, arguably, including the nonresidential uses would result in inaccurate build-out figures. It is perceived that virtually all applicable properties will remain nonresidential in the future and that the few, if any, property use changes that occur would not decrease the relevance of the scenario comparison. In other words, the adopted Plan would not be significantly affected.

The commercial and industrial category acreages, on the other hand, do include all parcels (regardless of use) that lie within the respective areas. Doing so has been deemed appropriate because there are no dwelling unit and population build-out calculations of which to be concerned. The "school" classification, which would equate to approximately 360 acres for each scenario, is not included in this discussion.

All residential and nonresidential acreage figures, then, are illustrated for computation and/or comparison purposes. It has been deemed unnecessary to show the "grand total" for all land use categories (3,103.0 acres for each scenario). Inasmuch as two land use categories/components are excluded from the information (schools and public rights-of-way), the total land use figure is considered less important than (the proportions of) its components.

In addition, as stated in Table 8 above, the scenarios are based on three key factors: 1) the current City limits and Planning Area boundary, 2) elimination of mixed uses and nonconforming uses, and 3) complete build-out of all developable land. It should also be noted that the scenarios technically constitute theoretical capacities, created primarily for discussion and alternative plan comparison purposes. Actual build-out numbers, which are based on some combination of the extent of General Plan implementation, annexations, future social, demographic, and economic conditions, and forthcoming market demand and community image and vitality, are unknown. But according to various planning resources and generally accepted planning methodology as well as regionwide trends, build-out figures are typically around 80% of capacity. (Refer to Section "E7" of the Housing Study for clarification on this topic.)

a. Scenario 1 (Status Quo/Existing General Plan)

Covina's current General Plan or the Status Quo Scenario proposes a Planning Area population of 78,131, and the document is based on the below-listed land use categories. For a complete description of the existing General Plan, refer to Section "C2" above.

1) Categories

a) Low Density Residential* (0-6.4 dwelling units per net acre) - Primary permitted use is generally one single-family detached residence on an individual lot.

b) Medium Density Residential* (6.5-20.4 dwelling units per net acre) - Uses generally are apartments, condominiums/townhouses, two or more houses on a single lot, and mobile homes.

c) High Density Residential* (20.5-40.4 dwelling units per net acre) - Uses generally are apartments, condominiums/townhouses, and two or more houses or combination detached residences and apartments on a single lot.

*NOTE: All three residential categories also permit other uses, such as institutional activities, governmental and utility facilities, nursery schools, and State-defined group homes.

d) Commercial (maximum 2.5 floor area ratio) - As used in this report, the commercial classification constitutes a consolidation of five categories. Permitted uses include all types of retail and service businesses; administrative, professional, and governmental offices; institutional uses and utility and transportation facilities; and other activity types, such as animal hospitals, automotive repair shops, automotive sales, gas stations, self storage outlets, and parking lots. All types of contemporary commercial buildings are allowed, providing City Zoning Ordinance and Design Guidelines conformance.

e) Industrial (maximum 2.0 floor area ratio) - Uses here are manufacturing, processing, assembly, and warehousing operations and related activities. Other uses include animal hospitals; auto repair; gas stations; self-storage; parking lots; and administrative offices appurtenant to manufacturing uses. Permitted building types are stucco and frame and tilt-up concrete structures.

f) Park and Open Space - Park refers to passive, recreational, and related activities, and open space means flood control spreading grounds that may be suitable for park or recreational facilities.

g) School (not indicated on Table 8) - Permitted uses include primary, secondary, and parochial schools plus school district administrative offices.

2) **Strategy**

Again, refer to Section "C2" for a detailed discussion of the existing Plan. Briefly, the Plan spreads Low Density Residential, the dominant use, in all areas while situating Medium Density in and around the downtown and in various pockets that typically lie along major streets. High Density blocks generally are limited to in and around the downtown and a few neighborhoods, such as stretches of West San Bernardino Road and near Sunflower Avenue and Cienega Street. A key intent of this orientation was to promote a variety of housing types while building up the local population, particularly in and near the downtown, for economic development purposes.

Compared to other, nearby cities (see Table 2), a relatively large amount of Commercial land was allocated for the Planning Area. Generally, the Commercial uses are concentrated in the downtown and in a few other areas, are at various major intersections, and are strewn along the major streets, such as Arrow Highway, Badillo Street, and Rowland, Azusa, Citrus, and Grand Avenues. The Industrial areas, though less abundant in a similar relative sense, are situated along or near the Metrolink Commuter Railroad Line track and at various portions on San Bernardino Road and Arrow Highway. The chief land use policy of the existing Plan was to maintain and, where possible, expand the commercial and industrial bases to promote tax generation enhancement, economic development, job retention, and community image recognition. This policy is still generally followed today.

The Schools and Parks/Open Spaces are located in various areas. There is, however, a conspicuous deficiency of parks in the eastern and western portions of the community. Overall, the Land Use Plan is not based on any type of comprehensive, consistent strategy, and the Plan contains several instances of what today are considered conflicting land use situations, such as Medium to High Density or Commercial developments in single-family residential neighborhoods.

b. Scenario 2 (Moderate Growth)

This is one of two new/alternative growth plans, an approach that closely reflects local input received during the General Plan preparation process. Refer to Section "K" above for clarification.

1) Categories

a) Low Density Residential* (0-6.0 dwelling units per net acre)

b) Medium Density Residential* (6.1-14.0 dwelling units per net acre)

c) High Density Residential* (14.1-22.0 dwelling units per net acre)

*See previous section (status quo scenario) for permitted uses and building types. The one change proposed for this scenario, however, is that for low and moderate income housing projects in the Medium and High Density areas meeting a particular City criteria, two dwelling units are to be interpreted as one. (Refer to Land Use Element document and Housing Study for specifics.)

d) General Commercial (maximum 1.5 floor area ratio)

Permitted uses are to include all types of retail and service businesses; administrative, professional, and governmental offices; institutional uses; utility and transportation facilities; animal hospitals; automotive repair shops; auto sales; gas stations; self-storage outlets; and parking lots. All types of contemporary commercial buildings are allowed, providing City Zoning Ordinance and Design Guidelines conformance.

e) Town Center Commercial (maximum 2.5 floor area ratio)

Permitted uses are specialized retail and service businesses and limited auto repair (that conform to City's Town Center Commercial Zone Ordinance); administrative, professional, and governmental offices; institutional uses; and utility facilities. This designation has been prepared to best identify and improve the downtown's unique characteristics and to serve as a guideline for future planning studies. Building types are to be of a contemporary style that conform to City Design Guidelines, Downtown Redevelopment Plan, and Zoning Ordinance.

f) Industrial (maximum 2.0 floor area ratio)

Permitted uses and building types are same as Status Quo Scenario. Refer to previous section.

g) Park and Open Space

Same as previous section.

h) School

Same as previous section.

Again, the intent of this categorical structure is to achieve land use simplicity and to provide flexibility for the public, staff, and the City Council and Planning Commission.

2) Strategy/Differences from Status Quo Scenario

The categories are to provide the overall policy and decision making framework, while the more detailed development standards will be administered through the Zoning Ordinance, Design Guidelines, and, if

applicable, Redevelopment Plan. In conceiving development Scenario 2--or what can be considered the City's preferred growth strategy--the Planning staff considered general input and, to the greatest extent possible, the following:

a) Existing and predicted development patterns,

b) Projected population growth and distribution,

c) Current and future land use and development intensity in relation to surrounding uses,

d) Circulation impacts and accessibility,

e) Visual impacts,

f) General socio-economic and fiscal consequences (dislocation of residents or businesses, sales or property tax enhancement, provision of services),

g) General market feasibility,

h) General environmental impacts,

i) Organizational deficiencies of existing Land Use Plan, and

j) Implementation feasibility.

It must be noted, however, that, as stated in the introduction to this section, actual development build-out figures are inherently unpredictable because of the unknown extent of general plan implementation and unforeseen social, economic, demographic, and/or community factors. The below discussion is based on the entire Planning Area.

The initial priority was to create new, more realistic Residential and Commercial classification schemes. For Residential, the Planning staff believed that while three categories would be sufficient (Low, Medium, and High Density), the respective density limits, particularly "Medium" and "High" should be reduced from current standards. In addition, it was felt that the current five-category commercial hierarchy should be reduced to two or three. Both of these objectives were achieved. Low, Medium, and High Density maximum intensities were set at, respectively, 6, 14, and 22 dwelling units per net acre of land. The staff felt that this density reduction would strike a balance between meeting community desires, addressing regional housing obligations, and allowing for moderate development. The Commercial classification, moreover, was streamlined down to two categories, a "general" designation and one specifically for the downtown. It was believed that this category consolidation would better reflect existing conditions and therefore serve as a more effective long-range planning tool.

Because "Industrial" currently constitutes only one category and because the designation sufficiently serves Covina, no change was needed. The only other categories believed to be needed are School, Park, and Open Space. (As mentioned above, governmental and utility facilities and institutional and other uses have been deemed acceptable in both residential and commercial areas.) In summary, the Planning staff feels that the reduced category approach would better reflect Covina's actual land use situation, allow greater local official decision-making simplicity and flexibility, and serve as a more effective mechanism for charting future growth and changes.

This Scenario calls for a Planning Area population of 71,254, as opposed to 78,131 for the previously discussed alternative (number 1). The reason for the 6,900 population difference is that Scenario 2 densities (overall) have been lowered, despite virtually similar residential acreages for the two alternatives.

Generally, the residential strategy has been to reduce Medium and High Density limits while permitting moderate growth. It is believed that 22 dwelling units per acre is an appropriate density cap because this ceiling is consistent with community desires and reflects recent/actual multiple family and condominium development intensities. Regarding the latter point, for example, a recent City housing study revealed that over the last 10 years the average High Density-designated apartment/condominium building intensity was 22.4 units to the acre (as opposed to 40, technically the current maximum. The reason for this difference is that over the years the City's Zoning and Design Guidelines development standards have been revised/expanded to achieve more functional and attractive projects, thus basically precluding attainment of the previous Land Use Plan's density ceiling.) The proposal retains single-family detached as the predominant residential use and focuses Medium to High Density developments (i.e., the above-noted apartments and condominiums/townhouses as well as mobile home parks) in already established areas, such as in and around the downtown and along certain major streets. Where appropriate, Medium or High Density classifications have been applied to now-Low Density areas or properties that would more logically be used for apartment or condominium purposes. Conversely, the apartment or condominium designations have been removed from "isolated" complexes--or buildings with weak linkages to similar uses. Also, all 5 mobile home parks in the City are saved.

It should be noted that for many existing apartments, condominiums/townhouses, and mobile home parks, the designated residential classifications are based on the existing densities. For example, mobile home parks, where densities generally are in the 12-14 range, are designated medium density. In addition, density designations have been reduced on a few "isolated" complexes (i.e., not closely linked to other upper density housing). Again, the type and distribution of residential densities is the chief distinguishing factor between General Plan Scenarios 1 and 2.

The Commercial and Industrial land uses generally follow the same pattern as documented in the existing plan. (Refer to the Scenario 1 analysis for clarification.) In short, the continued preservation of these areas is deemed essential for economic development, sales tax generation, community image enhancement, and related factors. The only changes refer to approximately fifteen parcels totaling about thirteen acres, which have been changed from Commercial to Industrial or vice versa or from Commercial to Residential or vice versa. These alterations would better reflect existing and future conditions. Comparing the Commercial and Industrial acreage figures to the corresponding numbers in Scenario 1, one finds that the Commercial uses are up by 4.3 acres, while the Industrial uses have decreased by 6.3 acres.

The above-described Commercial and Industrial use modifications associated with Scenario 2 have been made to achieve better land use and development intensity compatibility. However, no major Commercial and Industrial land use changes are sought because the existing, current distribution is well established, generally well oriented, and provides for future growth and expansion. The Park, Open Space, and School categories are all unchanged.

Despite the lowering of densities and the general maintenance of existing Commercial and Industrial areas, the City population under Scenario 2 would increase by about 6% over the current figure (again, based on the existing City limits). Because the anticipated growth will affect the area's circulation system or increase average daily vehicular trips on the major streets, changes in street design may be necessary. The vehicular traffic increases have been reflected in a new road classification hierarchy that, notably, considers adding 2 six through-lane street categories for certain major roads. (Refer to the Circulation Element for more information on this matter.)

c. Scenario 3 (High Growth)

This Scenario can be regarded as a derivative to the above-described Moderate Growth alternative. While there are density intensifications and various land use changes over Scenario 2, the projected population increase is actually only 3.5% more. Nevertheless, the term "high growth" accurately

describes many of the proposed land use changes and is therefore appropriate. Again, refer to the applicable map and Tables 8 and 9 for clarification.

1) **Categories**

a) Low Density Residential* (0-6.0 dwelling units per net acre)

b) Medium Density Residential* (6.1-14.0 dwelling units per net acre)

c) High Density Residential* (14.1-22.0 dwelling units per net acre)

*Note that density limits are the same as in Scenario 2, including the provision that two dwelling units be interpreted as one regarding particular low and moderate income housing developments in the Medium and High density areas. Permitted uses and building types are described under Scenario 1.

d) General commercial (maximum 1.5 floor area ratio) - See previous section (Scenario 2) for permitted uses and building types.

e) Town Center Commercial (maximum 2.5 floor area ratio) - See previous section (Scenario 2) for permitted uses and building types.

f) Industrial (maximum 2.0 floor area ratio) - Permitted uses and building types are presented under Scenario 1.

g) Park and Open Space - Same as Scenario 1.

h) School - Same as Scenario 1.

It was believed that no major changes to the Scenario 2 land use plan were necessary. Only the application of this criteria to different areas is what would be altered.

2) **Strategy/Differences from Moderate Growth Scenario**

The underlying purpose of this alternative was to study the effects of all types of growth, particularly Commercial and Industrial, for local economic base support and enhancement purposes. This strategy utilizes the same land use classification system employed in Scenario 2. Compared to the first alternative, while there is greater High Density residential growth, the most notable shift is that considerably more properties are designated for commercial and industrial development. But because this Scenario focuses on maintaining and promoting growth, there is less of an emphasis on mitigation of what can be considered conflicting land use situations (e.g., an apartment complex in a Low Density Residential neighborhood). Although implementation of some of the below discussed changes could be difficult, Scenario 3 nevertheless provides a useful framework for land use discussions pertaining to not only the General Plan update process but to future studies and projects as well.

Table 8 above illustrates the absolute land use number differences and shows that, compared to Scenario 2, the alternative in question has approximately the same amount of Residential land, though a much higher percentage of High Density properties. (This is the reason for the rise in population). In addition, Commercial and Industrial percentages have been increased by, respectively, 4.4% and 12.3%. Therefore, overall the Plan can be thought of as both a "density intensification" proposal and, to a greater degree, as a "commercial and industrial expansion" scenario.

Regarding Residential uses, densities have been increased generally in and near areas where multiple family and condominium and mobile home complexes now exist, such as the downtown and various stretches of Arrow Highway and Grand Avenue. Perhaps the most significant changes occur in the

downtown near the intersections of Puente Street and Second Avenue and Badillo Street and Barranca Avenue, where blocks that were entirely single-family detached have been changed to High Density. It was felt that the downtown would be the most appropriate location for this type of intensification.

Moreover, just over 36 acres have been changed (again, compared to Scenario 2) from Residential and/or Industrial to Commercial; on the other hand, approximately 12 acres have been altered from Commercial to Industrial. The most notable changes pertain to the old Cienega School site (Medium Density Residential to Industrial) and the now-residential area just north of the Eastland Shopping Center (Low Density Residential to Commercial). In addition, Commercial designations have been applied to various Low Density Residential blocks: Badillo Street, between Hollenbeck Avenue and Valencia Place; Barranca Avenue, between Rowland Street and Workman Avenue; and Citrus Avenue, between Edna Place and Cypress Street. Again, the key strategy for Scenario 3 is intensification of uses.

3. Summary and Concluding Analysis

The following table repeats the Planning Area totals that were shown in Table 8 and summarizes the differences among the 3 alternatives. A concluding analysis subsequently follows.

TABLE 9. COVINA GENERAL PLAN SCENARIOS - PLANNING AREA FIGURES AND KEY FEATURES

* Recommended Scenario/Land Use Plan

LAND USE CATEGORY	SCENARIO #1 (EXISTING GENERAL PLAN/STATUS QUO)			SCENARIO #2* (MODERATE GROWTH)			SCENARIO #3 (HIGH GROWTH)		
	TOTAL PLANNING AREA FIGURES								
	ACRES	UNITS	POPULATION	ACRES	UNITS	POPULATION	ACRES	UNITS	POPULATION
A. RESIDENTIAL	T-3647.8	28463	78131	T-3649.8	25958	71254	T-3592.9	26925	73909
1. LOW	3114.2	16898	46385	3090.8	15788	43338	2982.7	15139	41556
2. MEDIUM	499.6	10191	27974	266.2	3727	10230	204.6	2864	7862
3. HIGH	34	1374	3772	292.8	6443	17686	405.6	8922	24491
B. COMMERCIAL	T-578.9			T-583.2			T-609.9		
1. GENERAL	N/A			496			522.7		
2. TOWN CENTER	N/A			87.2			87.2		
C. INDUSTRIAL	221.8			215.5			245.7		
D. PARK	90.6			90.6			90.6		
E. OPEN SPACE	41.2			41.2			41.2		
	KEY PLAN FEATURES								
	a. Residential densities are: Low - 0 - 6.4 Med. - 6.5 - 20.4 High - 20.5 - 40.4 b. Has 5 general commercial categories & 1 industrial category. c. LDR is dominant use. d. MDR & HDR are generally found in and around downtown and in various other areas. e. Commercial uses are concentrated in downtown and in different areas, streets, and intersections. f. Industrial remains around rail corridor and central part of City. g. Conflicting land use situations remain. h. Maintains existing street hierarchy.			a. Residential densities are: Low - 0 - 6.0 Med. - 6.1 - 14.0 High - 14.1 - 22.0 b. Commercial categories consolidated into 2 groupings--1 general and 1 for downtown. Also maintains 1 industrial category. c. LDR remains dominant use. d. Contains approximately same amount of residential land as #1, a fraction more commercial, and a fraction less industrial. e. General residential, commercial, and industrial distribution is same as scenario #1, except that land uses on various properties have been changed to better reflect existing conditions and to streamline overall land use pattern. f. Eliminates many conflicting land use situations and "isolated" multiple family and commercial uses. g. Proposes new street hierarchy to better meet future traffic.			a. Same densities as scenario #2: Low - 0 - 6.0 Med. - 6.1 - 14.0 High - 14.1 - 22.0 b. Same commercial and industrial categories as scenario #2. c. Compared to #2, much more land is devoted is HDR, commercial, and industrial uses. e. General residential, commercial, and industrial distribution is same as #2, except that various areas used have been intensified. f. Because emphasis is on HDR, commercial, and industrial, many conflicting land use situations and/or "isolated" HDR and commercial uses remain. g. Same new street hierarchy as #2.		

Considering previously-noted facts and information for the three land use Scenarios, it is believed that the "Moderate" growth blueprint best addresses identified local issues, needs, and conditions, and, therefore, has been selected as the Land Use Plan for the revised General Plan Land Use Element. Specifically, the moderate growth scenario:

a. Streamlines and improves the existing land use hierarchy,

b. Establishes reasonable, viable land use development and intensity standards,

c. Reduces the rate of new apartment and condominium/townhouse development, while permitting moderate overall residential growth,

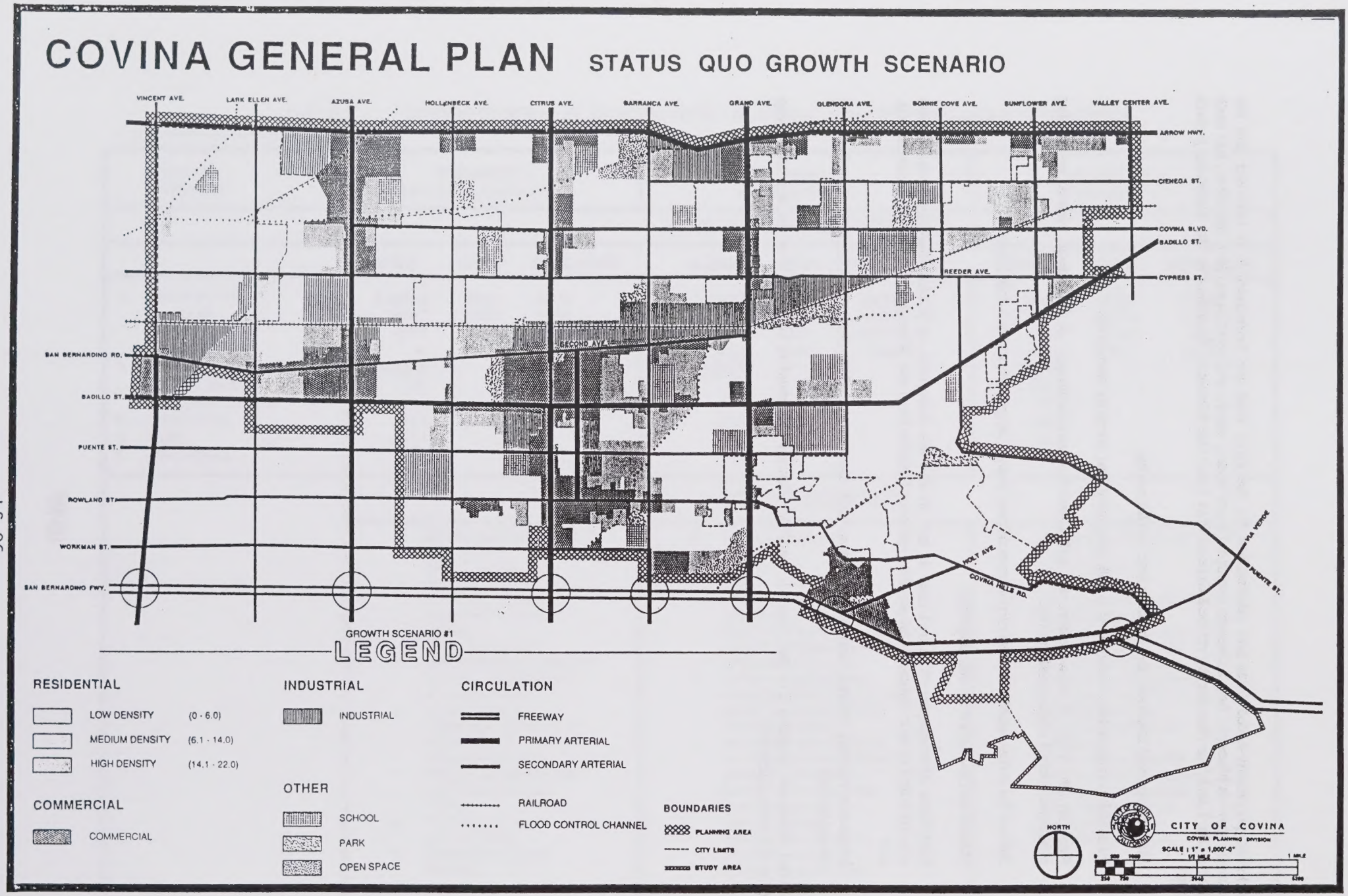
d. Allows for a reasonable amount of commercial and industrial growth and revitalization,

e. Maintains Covina's low-rise character,

f. Facilitates development of mixed uses in and around the downtown to bolster ongoing revitalization activities and to best capitalize on positive spillover benefits from the Metrolink Commuter Train Station, and

g. Maintains existing overall land use conditions and distribution, while dealing with conflicting land use arrangements.

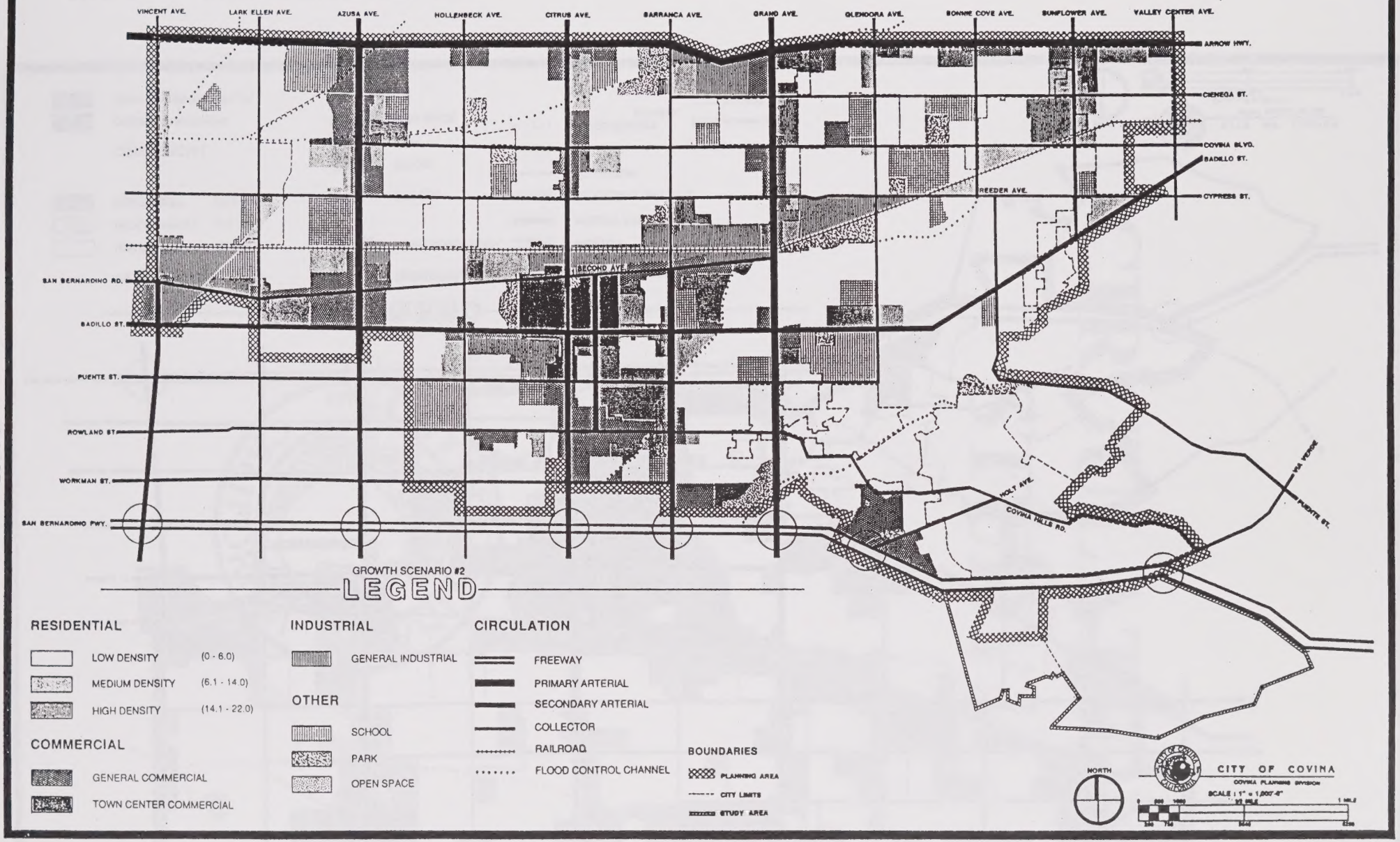
Additional details on Scenario 2 or the selected Land Use Plan are presented in Section IV of the accompanying Land Use Element document.



MAP 6. STATUS QUO GROWTH SCENARIO

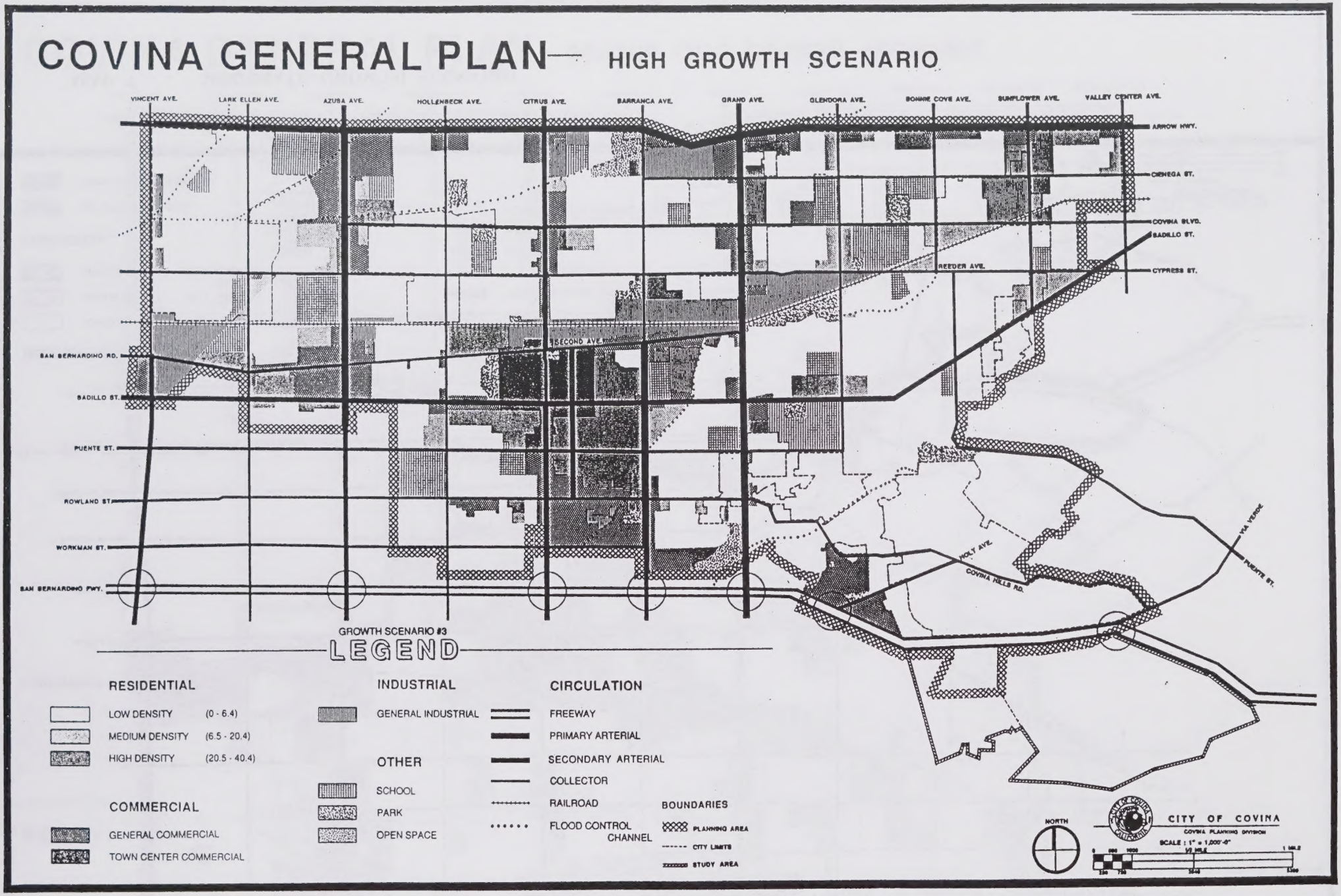
COVINA GENERAL PLAN

MODERATE GROWTH SCENARIO



MAP 7. MODERATE GROWTH SCENARIO

COVINA GENERAL PLAN— HIGH GROWTH SCENARIO



MAP 8. HIGH GROWTH SCENARIO

CIRCULATION STUDY

CITY OF COVINA
INC 1901
CALIFORNIA

CIRCULATION STUDY

FOR THE

COVINA GENERAL PLAN CIRCULATION ELEMENT

PREPARED BY:
WPA TRAFFIC ENGINEERING, INC.

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APRIL 1993
REVISED MARCH 1994

FINAL REVISION MAY 1998

APPROVED BY PLANNING COMMISSION -
APPROVED BY CITY COUNCIL -

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CIRCULATION ELEMENT

Covina General Plan Update

I. INTRODUCTION

A. Purpose of the Circulation Element

The Circulation Element provides guidelines for the development and maintenance of a transportation plan for the City. It is closely related to the Land Use Element and any changes in either Element will have a resultant impact upon the other. The plan considers streets, regional transportation, public transportation, non-motorized travel modes, parking and traffic safety. In the City of Covina, the circulation system and related considerations have generally been established. The circulation system plan is formulated to meet present and future travel demand needs. This Element is a general guide for the planning, development and enhancement of the City of Covina circulation system, based upon the existing and anticipated land uses. This report is intended to update the Circulation Element and address concerns that have been developed with respect to transportation in the City.

B. Related Plans and Programs

Proposition 111, the Congestion Management Program (CMP) is a transportation related program which has an influence on the Circulation Element update. There are goals and requirements under this program which was considered in the preparation of this plan. Some of the CMP elements which were considered are:

- Traffic Levels of Service
- Transportation Demand Management
- Development Mitigation
- Inter-Jurisdictional Planning
- Development Phasing and Monitoring
- Planning Standards
- Jobs/Housing Balance
- AQMP

C. Scope and Content of Element

The existing circulation system is quantified, which includes various modes of transportation. The existing operations of the City street system are examined. Various circulation issues are reviewed, as well as their relevance to the General Plan.

The proposed Land Use Element is analyzed to determine the potential transportation impacts associated with the potential developments. Based on factors which include the circulation evaluation, existing constraints, and identification of City needs, transportation related goals and policies were developed.

II. EXISTING CIRCULATION SYSTEM

A. Regional Access

The City of Covina is located north of the San Bernardino Freeway (I-10) and is surrounded by Los Angeles County to the west, and the cities of West Covina to the south, San Dimas to the east and Glendora and Azusa to the north. Both the San Bernardino Freeway, to the south and the Foothill Freeway (I-210), to the north would provide connections to essentially all of the other freeways in the region.

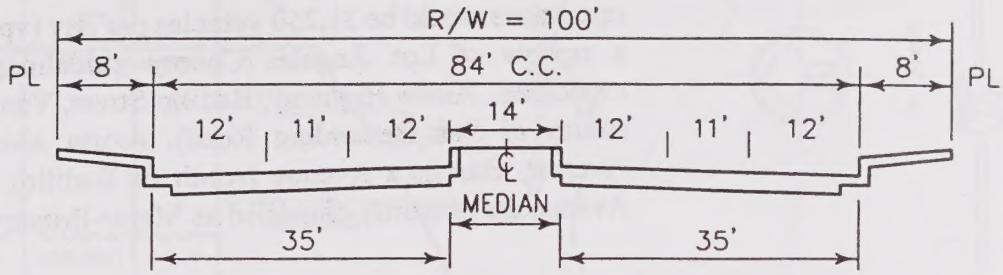
Access to the surrounding freeways are provided through interchanges located at various arterials serving the City of Covina. For the I-210 Freeway, ramps are located at Azusa Avenue, Citrus Avenue, Grand Avenue and Sunflower Avenue, while I-10 access is provided via Vincent Avenue, Azusa Avenue, Citrus Avenue, Barranca Avenue via Garvey, Grand Avenue and Holt Avenue.

B. Arterial Street System

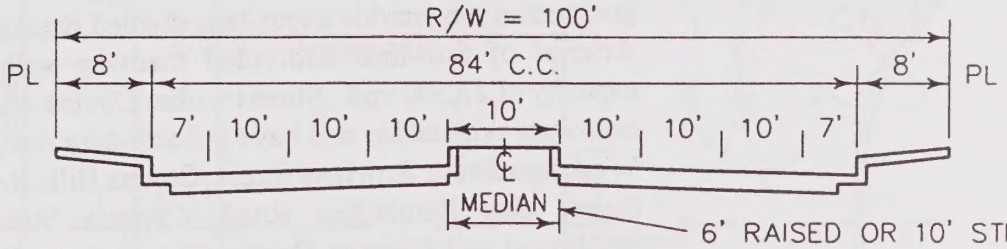
The three present classifications of arterials in City of Covina are "Major or Primary", "Secondary", and "Collector/Residential". Brief descriptions of these classifications are provided below and the street sections are illustrated in Figure 1.

Major/Primary: This classification usually calls for a 80 foot curb-to-curb width within a 100 foot right-of-way. A four-lane divided roadway is typically provided within this street section or potentially six reduced width lanes if parking is prohibited. The estimated daily capacity for four divided lanes at LOS E

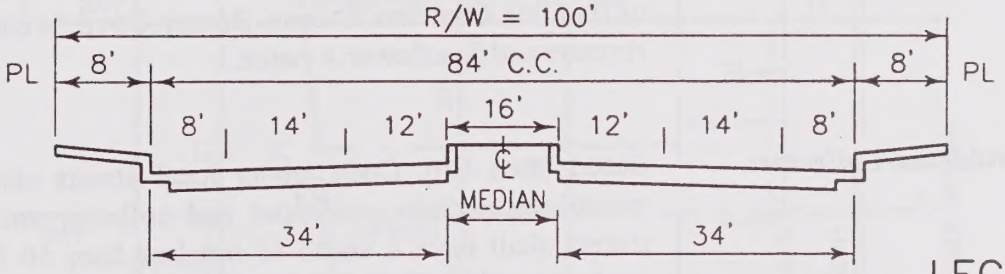
MAJOR / PRIMARY STREET



6 LANE DIVIDED WITH NO BIKE LANES AND NO PARKING



6 LANE DIVIDED WITH BIKE LANES AND NO PARKING

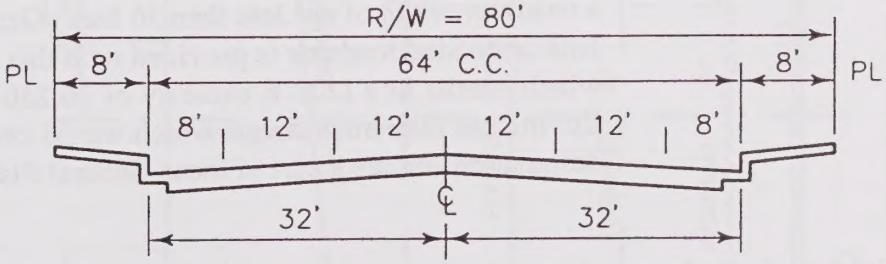


4 LANE DIVIDED WITH PARKING

LEGEND

R/W = RIGHT OF WAY
℄ = CENTER LINE
PL = PROPERTY LINE

SECONDARY STREET



4 LANE UNDIVIDED WITH PARKING

TYPICAL STREET CROSS SECTION
CITY OF COVINA

#971030
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FIGURE 1

CS-29

operations would be 31,250 vehicles per day (vpd), based on a review of Los Angeles County guidelines and CMP capacities. Arrow Highway, Badillo Street, Vincent Avenue (north of San Bernardino Road), Azusa Avenue, Citrus Avenue, Barranca Avenue (south of Badillo), and Grand Avenue are presently classified as Major-Primary roadways.

Secondary: A Secondary roadway should be planned to provide a 64 foot curb-to-curb width within an 80 foot right-of-way. These goemetrics can provide a four-lane divided street similar to an Arterial of four-lane undivided roadway with a LOS E capacity of 27,500 vpd. Streets within Covina which have an east-west orientation and have a Secondary designation are Workman Street, Rowland Street, Covina Hills Road, Puente Street, San Bernardino Road, Cypress Street, Covina Boulevard and Cienega Street. The north-south roadways which have a Secondary designation are Vincent Avenue (south of San Bernardino Road), Lark Ellen Avenue, Hollenbeck Avenue, Second Avenue, Barranca Avenue (north of Badillo), Glendora Avenue, Bonnie Cove Avenue, Reeder Avenue and Sunflower Avenue.

Residential/Collector: Based upon City Code, under local streets classification which can include residential and collector streets, these streets shall have a width of not less than 56 feet and a roadway width of not less than 36 feet. If the City Council decides the type of adjacent development or other economic factors render it advisable, the loop or local streets serving 24 lots or less, each of which is to be developed for single family use, the street shall have a width of not less than 52 feet and a roadway width of not less than 36 feet. Generally, a two-lane undivided roadway is provided with this classification, which results in a LOS E capacity of 16,250 vpd. City of Covina has numerous streets which would come under this designation and are a part of these General Plan analyses.

Field studies and research were conducted to document existing lane configurations, to provide a basis for the existing arterial system analyses. Figure 2 presents the findings of these efforts.

LEGEND

- — · — = 4 LANE DIVIDED ROADWAY (MAY INCLUDE RAISED MEDIAN OR TWO-WAY LEFT TURN LANE) – 4D
- — — — = 4 LANE UNDIVIDED ROADWAY – 4U
- ~~~ = 2 LANE UNDIVIDED ROADWAY
- 2D = 2 LANE DIVIDED ROADWAY
- 3U = 3 LANE UNDIVIDED ROADWAY
- 5D = 5 LANE DIVIDED ROADWAY
- 5U = 5 LANE UNDIVIDED ROADWAY

ROADWAY GEOMETRICS

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FIGURE 2

CS-39

Existing Analyses

A review of existing conditions was completed to quantify factors and identify concerns. This review included data evaluation, field observations and discussions with City representatives. The existing Circulation Element provides a starting point for the review.

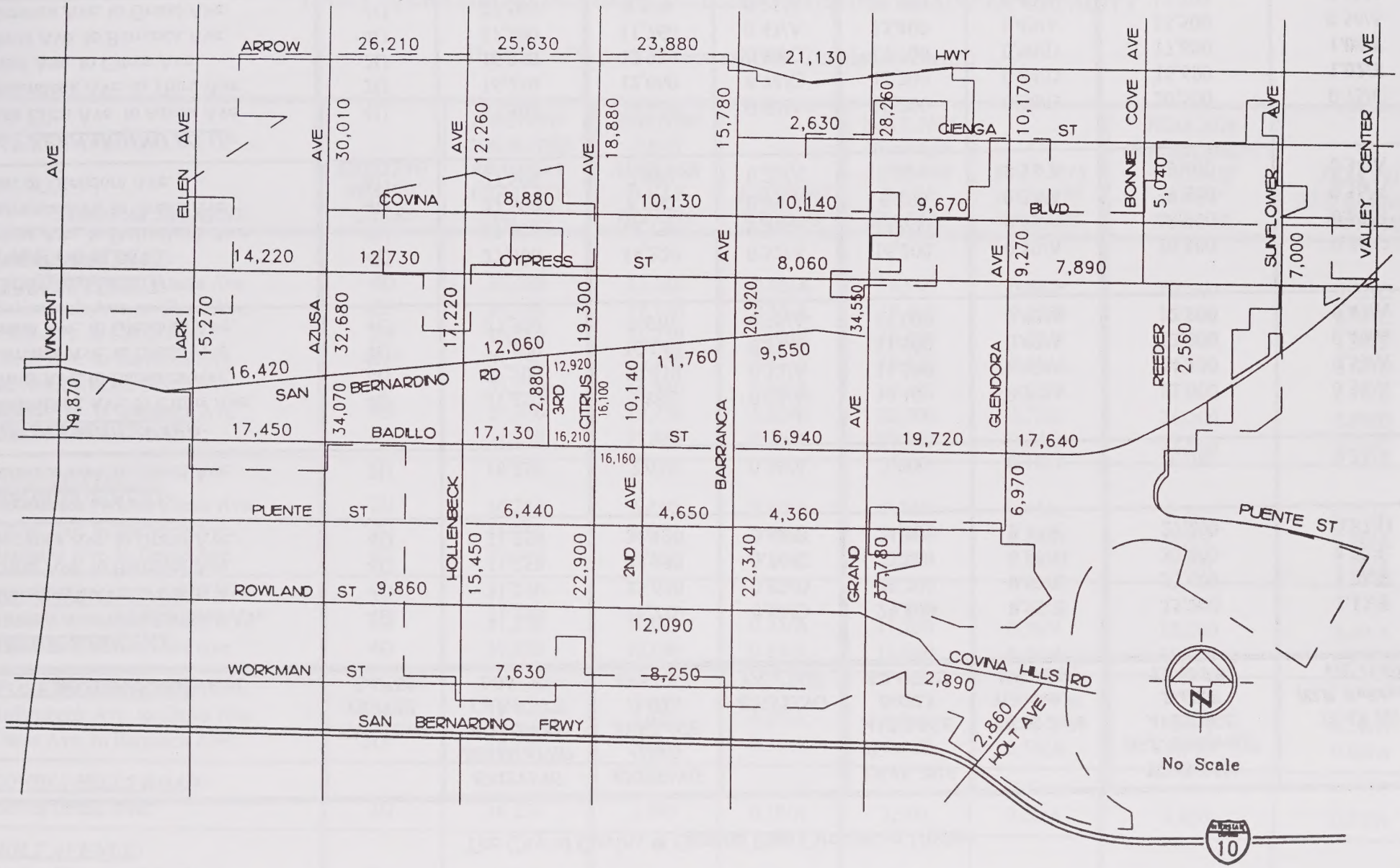
As stated earlier, a field survey was conducted to determine the geometrics of the existing arterial system and the results are illustrated on Figure 2. The City of Covina had daily traffic counts conducted throughout the City in 1997. These existing daily traffic volumes are reflected in Figure 3 and Table 1 for various street segments.

The lane configurations found on Figure 2 can be related to daily volume roadway capacities which are dependent on the number of through travel lanes and whether a median is provided. These "capacities" are the theoretical maximum volumes that these roadways can carry and relate to Level of Service (LOS) "E" operation as shown in Table 2.

A LOS value can range from "A" (the best) to "F" (the worst) and represents a qualitative description of operating conditions. These LOS maximum as the "capacity" and the existing (and/or future) traffic on the street as the "volume". This V/C ratio is calculated and the result indicates a LOS for the street segment analyzed. For example, a V/C ratio of 0.85 indicates the traffic volumes on the street are using 85 percent of the capacity which relates to LOS D, while if the volumes exceed the capacity then LOS F is indicated.

To provide a reference, many urbanized areas use LOS D as the maximum acceptable LOS, while the CMP allows a maximum LOS E (or "baseline" if it was previously worse than LOS E). If CMP requirements are exceeded, then reliance on a deficiency plan is indicated. The LOS definitions and relationship to the V/C results are provided in Appendix A of this study.

The daily volumes, street geometrics, road capacities, V/C ratios and LOS results are all shown in Table 1. This provides a general overview of existing traffic operations. It should be noted that theoretical daily capacities contain many inherent assumptions which can result in variances from the operating capacities, therefore, the daily results are only general indicators of roadway operations. The fact that the results are "indicators" needs to be considered when reviewing the analyses. Peak hour intersection analyses is a more detailed tool for determining the roadway operations. Intersection analyses during the peak hour should be utilized when there is a specific development being proposed.



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#971030

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EXISTING VOLUMES

FIGURE 3

TABLE 1

SUMMARY OF PROPOSED GENERAL PLAN FUTURE ROADWAY
DAILY OPERATING CONDITIONS UTILIZING EXISTING ROADWAY CAPACITY

The City of Covina ◆ General Plan Circulation Update

ROADWAY SEGMENT	*EXISTING TRAVEL LANES*	*EXISTING ESTIMATED ROADWAY CAPACITY LOS "E"*	*EXISTING (1997) AVERAGE DAILY TRAFFIC*	*EXISTING V/C / LOS*	*YEAR 2010 (Growth)(1) AVERAGE DAILY TRAFFIC*	*YEAR 2010 (Growth)(1) V/C / LOS*	*YEAR 2010 (G.P. Buildout)(2) AVERAGE DAILY TRAFFIC*	*YEAR 2010 (G.P. Buildout)(2) V/C / LOS*
ARROW HIGHWAY:								
Vincent Ave. to Hollenbeck Ave.	4D	31,250	26,210	0.84/D	29,800	**0.95/E**	35,200	**1.13/F**
Hollenbeck Ave. to Citrus Ave.	4D	31,250	25,630	0.82/D	29,200	**0.93/E**	33,600	**1.08/F**
Citrus Ave. to Barranca Ave.	4D	31,250	23,880	0.76/C	27,200	0.87/D	30,800	**0.97/E**
Barranca Ave. to Grand Ave.	4D	31,250	21,130	0.68/B	24,000	0.77/C	27,200	0.87/D
CIENEGA STREET:								
Barranca Ave. to Grand Ave.	2U	16,250	2,630	0.16/A	3,000	0.18/A	3,700	0.23/A
COVINA BOULEVARD:								
Hollenbeck Ave. to Citrus Ave.	4D	31,250	8,880	0.28/A	10,100	0.32/A	12,000	0.38/A
Citrus Ave. to Barranca Ave.	4U	27,500	10,130	0.37/A	11,500	0.42/A	14,500	0.53/A
Barranca Ave. to Grand Ave.	4U	27,500	10,140	0.37/A	11,500	0.42/A	13,600	0.49/A
Grand Ave. to Glendora Ave.	4U	27,500	9,670	0.35/A	11,000	0.40/A	12,800	0.47/A
CYPRESS STREET:								
West of Azusa Ave.	4U	27,500	14,220	0.52/A	16,200	0.59/A	20,800	0.76/C
Azusa Ave. to Hollenbeck Ave.	4U	27,500	12,730	0.46/A	14,500	0.53/A	18,900	0.69/B
Barranca Ave. to Grand Ave.	4U	27,500	8,060	0.29/A	9,200	0.33/A	9,800	0.36/A
East of Glendora Ave.	4U	27,500	7,890	0.29/A	9,000	0.33/A	9,400	0.34/A
SAN BERNARDINO ROAD:								
Lark Ellen Ave. to Azusa Ave.	4U	27,500	16,420	0.60/A	18,700	0.68/B	20,500	0.75/C
Hollenbeck Ave. to Third Ave.	2U	16,250	12,060	0.74/C	13,700	0.84/D	16,600	**1.02/F**
Third Ave. to Citrus Ave.	2U	16,250	12,920	0.80/C	14,700	0.90/D	17,600	**1.08/F**
Citrus Ave. to Barranca Ave.	4U	27,500	11,760	0.43/A	13,400	0.49/A	15,500	0.56/A
Barranca Ave. to Grand Ave.	4U	27,500	9,550	0.35/A	10,900	0.40/A	12,700	0.46/A

SUMMARY OF PROPOSED GENERAL PLAN FUTURE ROADWAY DAILY OPERATING CONDITIONS UTILIZING EXISTING ROADWAY CAPACITY

The City of Covina ◆ General Plan Circulation Update

ROADWAY SEGMENT	EXISTING TRAVEL LANES	EXISTING ESTIMATED ROADWAY CAPACITY LOS "E"	EXISTING (1997) AVERAGE DAILY TRAFFIC	EXISTING V/C / LOS	YEAR 2010 (Growth)[1] AVERAGE DAILY TRAFFIC	YEAR 2010 (Growth)[1] V/C / LOS	YEAR 2010 (G.P. Buildout)[2] AVERAGE DAILY TRAFFIC	YEAR 2010 (G.P. Buildout)[2] V/C / LOS
BADILLO STREET:								
Lark Ellen Ave. to Azusa Ave	4D	31,250	17,450	0.56/A	19,900	0.64/B	22,600	0.72/C
Hollenbeck Ave. to Third Ave.	4D[a]	31,250	17,130	0.55/A	19,400	0.62/B	23,500	0.75/C
Third Ave. to Citrus Ave.	2U	16,250	16,210	**1.00/E**	18,400	**1.13/F**	22,400	**1.38/F**
Citrus Ave. to Barranca Ave.	4D[a]	31,250	16,160	0.52/A	18,400	0.59/A	21,500	0.69/B
Barranca Ave. to Grand Ave.	4D	31,250	16,940	0.54/A	19,300	0.62/B	21,900	0.70/B
Grand Ave. to Glendora Ave.	4D	31,250	19,720	0.63/B	22,400	0.72/C	26,200	0.84/D
East of Glendora Ave.	4D	31,250	17,640	0.56/A	20,100	0.64/B	22,900	0.73/C
PUENTE STREET:								
Hollenbeck Ave. to Citrus Ave.	2U	16,250	6,440	0.40/A	7,300	0.45/A	9,300	0.57/A
Citrus Ave. to Barranca Ave.	2U	16,250	4,650	0.29/A	5,300	0.33/A	6,500	0.40/A
Barranca Ave. to Grand Ave.	4U	27,500	4,360	0.16/A	5,000	0.18/A	5,400	0.20/A
ROWLAND AVENUE:								
Azusa Ave. to Hollenbeck Ave.	4D	31,250	9,860	0.32/A	11,200	0.36/A	12,500	0.40/A
Citrus Ave. to Barranca Ave.	4D	31,250	12,090	0.39/A	13,800	0.44/A	15,400	0.49/A
WORKMAN AVENUE:								
Hollenbeck Ave. to Citrus Ave.	2U	16,250	7,630	0.47/A	8,700	0.54/A	9,100	0.56/A
Citrus Ave. to Barranca Ave.	2U[b]	16,250	8,250	0.51/A	9,400	0.58/A	9,700	0.60/A
COVINA HILLS ROAD:								
East of Grand Ave.	2U	16,250	2,890	0.18/A	3,300	0.20/A	4,400	0.27/A
HOLT AVENUE:								
South of Covina Hills Road	2U	16,250	2,860	0.18/A	3,300	0.20/A	4,300	0.26/A

TABLE 1 (Cont.)

SUMMARY OF PROPOSED GENERAL PLAN FUTURE ROADWAY
DAILY OPERATING CONDITIONS UTILIZING EXISTING ROADWAY CAPACITY

The City of Covina ◆ General Plan Circulation Update

ROADWAY SEGMENT	EXISTING TRAVEL LANES	EXISTING ESTIMATED ROADWAY CAPACITY LOS "E"	EXISTING (1997) AVERAGE DAILY TRAFFIC	EXISTING V/C / LOS	YEAR 2010 (Growth)[1] AVERAGE DAILY TRAFFIC	YEAR 2010 (Growth)[1] V/C / LOS	YEAR 2010 (G.P. Buildout)[2] AVERAGE DAILY TRAFFIC	YEAR 2010 (G.P. Buildout)[2] V/C / LOS
VINCENT AVENUE:								
South of San Bernardino Road	4D	31,250	19,870	0.64/B	22,600	0.72/C	26,400	0.84/D
LARK ELLEN AVENUE:								
North of San Bernardino Road	4U	27,500	15,270	0.56/A	17,400	0.63/B	26,600	**0.97/E**
AZUSA AVENUE:								
Badillo St. to San Bernardino Rd.	4D	31,250	34,070	**1.09/F**	38,800	**1.24/F**	47,100	**1.51/F**
San Bernardino Rd .to Cypress St.	4D	31,250	32,680	**1.05/F**	37,200	**1.19/F**	43,500	**1.39/F**
Cypress St. to Arrow Highway	4D	31,250	30,010	**0.96/E**	34,200	**1.09/F**	45,900	**1.47/F**
HOLLENBECK AVENUE:								
Rowland Ave. to Puente St.	4U	27,500	15,450	0.56/A	17,600	0.64/B	19,100	0.69/B
San Bernardino Rd. to Cypress St.	4U	27,500	17,220	0.63/B	19,600	0.71/C	22,500	0.82/D
Covina Blvd. to Arrow Highway	4U	27,500	12,260	0.45/A	14,000	0.51/A	15,800	0.57/A
3RD AVENUE:								
Badillo St. to San Bernardino Rd.	2U	16,250	2,880	0.18/A	3,300	0.20/A	3,800	0.23/A
CITRUS AVENUE:								
Rowland Ave. to Puente St.	4D	31,250	22,900	0.73/C	26,100	0.84/D	28,200	0.90/D
Badillo St. to San Bernardino Rd.	2U	16,250	16,100	**0.99/E**	18,100	**1.11/F**	19,700	**1.21/F**
San Bernardino Rd. to Cypress St.	4D	31,250	19,300	0.62/B	22,000	0.70/B	24,300	0.78/C
Covina Blvd. to Arrow Highway	4D	31,250	18,880	0.60/A	21,500	0.69/B	27,200	0.87/D
SECOND AVENUE:								
Badillo St. to San Bernardino Rd.	4D	31,250	10,140	0.32/A	11,500	0.37/A	12,600	0.40/A

SUMMARY OF PROPOSED GENERAL PLAN FUTURE ROADWAY DAILY OPERATING CONDITIONS UTILIZING EXISTING ROADWAY CAPACITY

The City of Covina ◆ General Plan Circulation Update

ROADWAY SEGMENT	EXISTING TRAVEL LANES	EXISTING ESTIMATED ROADWAY CAPACITY LOS "E"	EXISTING (1997) AVERAGE DAILY TRAFFIC	EXISTING V/C / LOS	YEAR 2010 (Growth)(1) AVERAGE DAILY TRAFFIC	YEAR 2010 (Growth)(1) V/C / LOS	YEAR 2010 (G.P. Buildout)(2) AVERAGE DAILY TRAFFIC	YEAR 2010 (G.P. Buildout)(2) V/C / LOS
BARRANCA AVENUE:								
Rowland Ave. to Puente St.	4U	27,500	22,340	0.81/D	25,400	**0.92/E**	27,500	**1.00/E**
San Bernardino Rd. to Cypress St.	4U	27,500	20,920	0.76/C	23,800	0.87/D	27,800	**1.01/F**
Covina Blvd. to Arrow Highway	4U	27,500	15,780	0.57/A	18,000	0.65/B	21,000	0.76/C
GRAND AVENUE:								
Rowland Ave. to Puente St.	4D	31,250	37,780	**1.21/F**	43,000	**1.38/F**	46,400	**1.48/F**
San Bernardino Rd. to Cypress St.	4D	31,250	34,550	**1.11/F**	39,300	**1.26/F**	41,100	**1.32/F**
Covina Blvd. to Arrow Highway	4D	31,250	28,260	0.90/D	32,200	**1.03/F**	33,700	**1.08/F**
GLENDORA AVENUE:								
Puente St. to Badillo St.	4U	27,500	6,970	0.25/A	7,900	0.29/A	8,700	0.32/A
Cypress St. to Covina Blvd.	4U	27,500	9,270	0.34/A	10,600	0.39/A	11,300	0.41/A
Covina Blvd. to Arrow Highway	4U	27,500	10,170	0.37/A	11,600	0.42/A	12,000	0.44/A
BONNIE COVE AVENUE:								
Covina Blvd. to Cienega St.	2U	16,250	5,040	0.31/A	5,700	0.35/A	5,700	0.35/A
REEDER AVENUE:								
Ruddock St. to Cypress St.	2U	16,250	2,560	0.16/A	2,900	0.18/A	3,100	0.19/A
SUNFLOWER AVENUE:								
Cypress St. to Covina Blvd.	4U	27,500	7,000	0.25/A	8,000	0.29/A	9,200	0.33/A

V/C / LOS = Volume to Capacity / Level of Service

(1) A one (1) percent per year growth rate was utilized in this study to obtain the ambient growth in the City of Covina under buildout conditions (Year 2010). $(1+.01)^{13}$

(2) Future volumes (Buildout Conditions - Year 2010) include ambient growth and general plan buildout volumes.

(a) A small portion of the roadway segment is two lane undivided (between Hollenbeck & Third only Third to Fourth is two lanes; between Citrus & Barranca only approximately a half of a block is two lanes) and the remaining portion is four lane divided.

(b) The road segment is three lane undivided from Barranca to 2nd Ave. A "worst case" two lane undivided roadway was utilized.

TABLE 2

LOS ANGELES COUNTY
DAILY CAPACITY ASSUMPTIONS

The City of Covina ◆ General Plan Circulation Update

LANE DESCRIPTION	*AVERAGE DAILY TRAFFIC VOLUMES "LOS E"*
6 LANES DIVIDED (6D)	46,250
4 LANES DIVIDED (4D)	31,250
4 LANES UNDIVIDED (4U)	27,500
2 LANES UNDIVIDED (2U)	16,250

Review of Table 1 shows that the existing daily volumes for various street segments are within the LOS D daily capacity limits. The daily capacities relate to the existing roadway system as it is currently built and striped. Table 1 also indicates that there are seven street segments that are currently operating over capacity. These are Badillo Street - Third to Citrus (1.00/E); Azusa Avenue - Badillo to San Bernardino (1.09/F), San Bernardino to Cypress (1.05/F) and Cypress to Arrow Highway (0.96/E); Grand Avenue - Rowland to Puente (1.21/F) and San Bernardino to Cypress (1.11/F); Citrus Avenue - Badillo to San Bernardino (0.99/E).

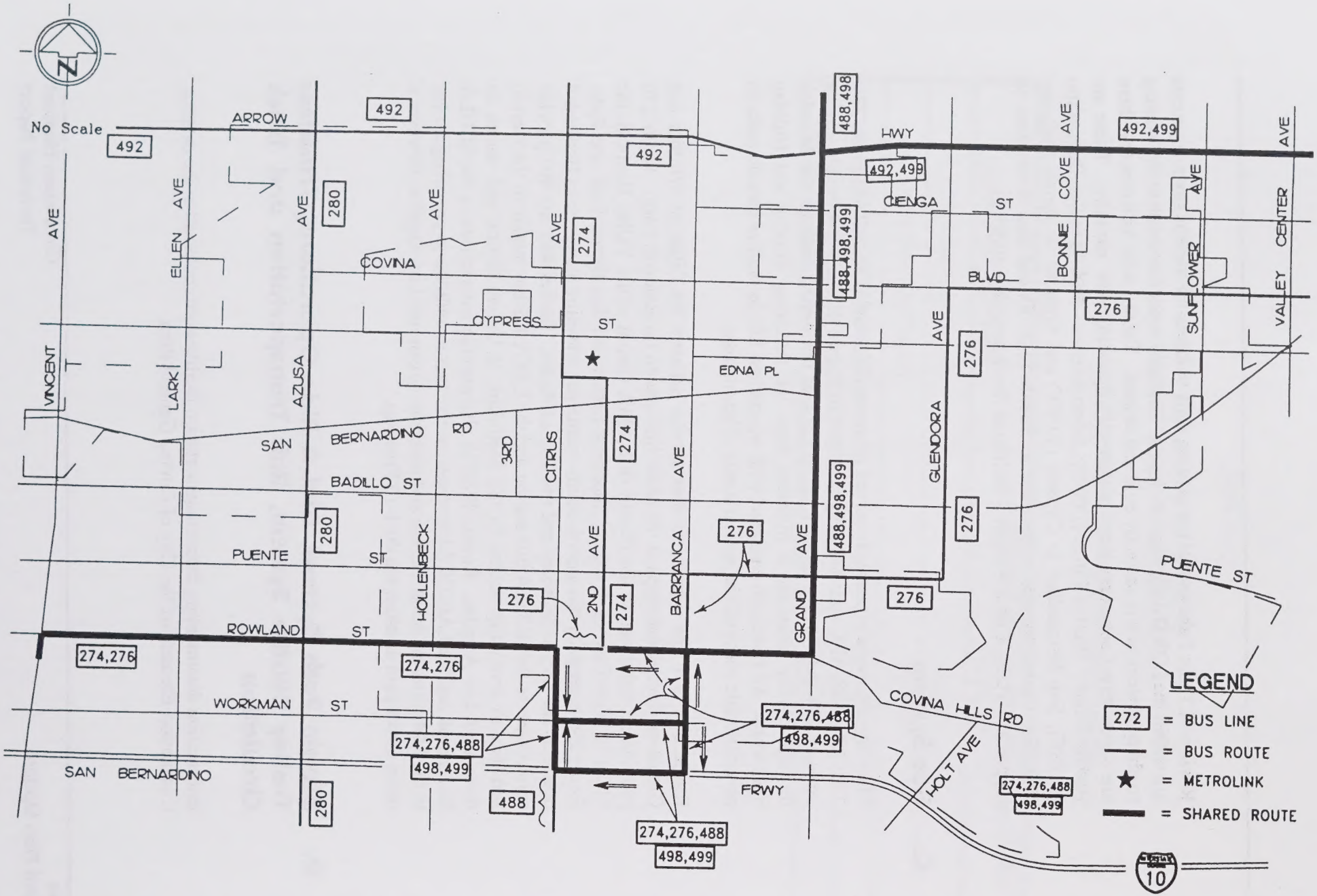
C. Bus System

The City of Covina is primarily served by seven (7) Foothill Transit bus lines (274, 276, 280, 488, 492, and 498/499) as shown in Figure 4. All of the routes, except number 274 (M-F only) operate on all days of the week; although the Monday through Friday schedule is different from the Saturday, Sunday and Holiday operations. All buses are equipped with wheelchair lifts as well as bicycle racks to accommodate some of the special needs of bus patrons.

Route 274 is a line which provides service between the Cities of Whittier and Glendora Routes and stops at the Metrolink station (in Baldwin Park). Route 276 provides connections to the Puente Hills Mall, Queen of the Valley Hospital, the Plaza at West Covina, Eastland Shopping Center and San Dimas Park and Ride. Route 280 essentially has a north-south orientation, traveling along Azusa Boulevard between the City of Industry and the City of Azusa. Routes 488 and 492 provide connections to the SCULA bus station and the LAC/UCS bus station to the west in addition to providing access to the Metrolink at Union Station and access to downtown Los Angeles. Routes 498/499 also provide connections to the SCULA bus station and the LAC/UCS bus station to the west in addition to providing access to the Metrolink at Union Station and access to downtown Los Angeles, however a more direct path is taken via the I-10 Freeway.

D. Bicycle Path System, Dial-A-Ride Operations, Trackless Trolley Shuttle System, Rail Transportation and Truck Circulation

Information documenting theses transportation facilities are contained in the existing Circulation Element of the City of Covina General Plan.



SOURCE: FOOTHILL TRANSIT, 1997 BUSBOOK

#971030
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EXISTING BUS ROUTES

FIGURE

CS-104

III. FUTURE YEAR 2010 TRAFFIC CONDITIONS

Land use changes associated with the proposed updated General Plan were received from the City of Covina Planning Department. The traffic increases associated with the proposed plan were determined so the potential traffic impacts could be evaluated. These analyses identify impacts due to changes within the City of Covina. It was also necessary to consider the potential impacts of traffic which passes through Covina but had destinations outside the City Limits.

A. Projected Growth in the Region

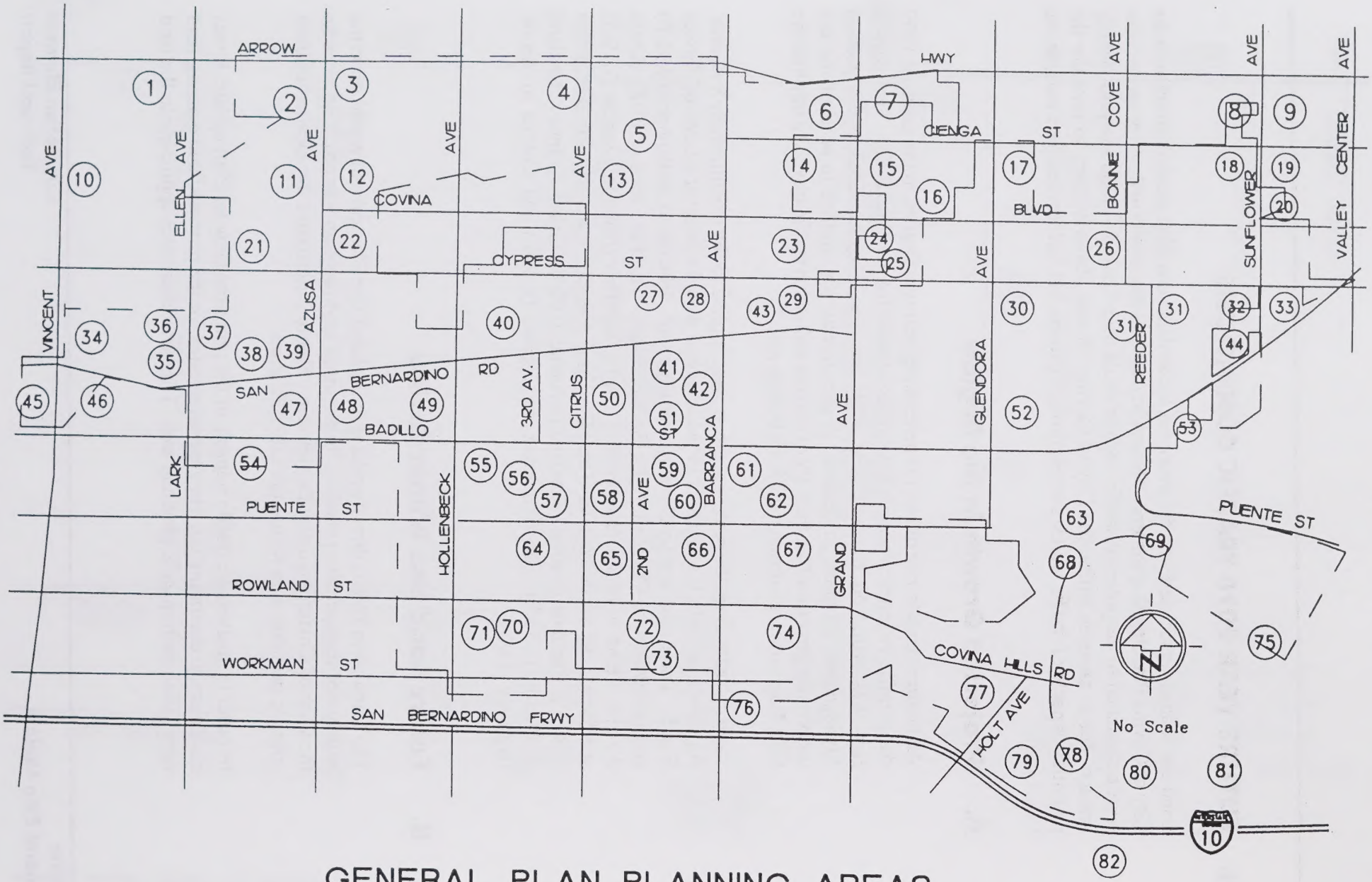
An ambient growth rate of one (1) percent per year was applied to the existing 1997 daily traffic volumes to project baseline conditions for the Year 2010. This growth rate was found to be consistent with the Los Angeles County Congestion Management Program guidelines. A growth rate was applied to account for any unforeseen growth within the City of Covina and added traffic traveling through the City from sources outside the City's boundaries.

Table 1 summarizes the results of the growth applied to the existing daily volumes. As shown in Table 1, a total of 11 road segments would operate at a Level of Service E or F. These road segments are: Arrow Highway - Vincent to Hollenbeck (0.95/E) and Hollenbeck to Citrus (0.93/E); Badillo Street - Third to Citrus (1.13/F); Azusa Avenue - Badillo to San Bernardino (1.24/F), San Bernardino to Cypress (1.19/F) and Cypress to Arrow Highway (1.09/F); Citrus Avenue - Badillo to San Bernardino (1.11/F); Barranca Avenue - Rowland to Puente (0.92/E); Grand Avenue - Rowland to Puente (1.38/F), San Bernardino to Cypress (1.26/F) and Covina to Arrow Highway (1.03/F).

B. Future Land Use Within Covina

The Circulation Plan is directly related to the Land Use Element and would serve the anticipated transportation needs. The proposed land use plan was provided to us by the City of Covina Planning Department. Figure 5 illustrates the location of each specific planning area within the City of Covina.

In order to analyze the traffic impacts of the proposed General Plan update, it was necessary to determine the trip generation rates for the proposed and existing land uses within each specific planning area. Trip generation rates applicable to the land



GENERAL PLAN PLANNING AREAS

971030
WPA TRAFFIC ENGINEERING, INC.

FIGUR 5

CS-119

uses were referenced from *Trip Generation*[1] and are listed on Table 3. The existing land uses were compared to the proposed land uses. The incremental difference between the two plans represents the development which will generate future traffic impacts. Table 4 presents the net trip generation for each specific planning area.

The potential traffic impacts on the surrounding street system were estimated based on the trip generation found in Table 4 and the projected trip distribution patterns. Given the traffic assignment methodology was performed manually, there is some overlap or "double counting" of trips occurring between uses which is not accounted for.

Figure 6 illustrates the projected increase in daily traffic on each of the study road segment locations. These volumes were added to the baseline Year 2010 conditions and the results are illustrated in Figure 7 and shown in Table 1, which was presented earlier, under "Year 2010 G.P. Buildout" conditions. The future daily traffic volumes for the proposed land use plan were compared to the existing General Plan capacities and the resulting Level of Service is shown in Table 1.

C. Impacts and Mitigation Measures

Impacts to traffic and circulation resulting from implementation of the proposed Land Use Plan were assessed by examining the changes in Level of Service (LOS) from existing conditions to future conditions that would result with buildout of the Covina General Plan, as well as added traffic from the surrounding cities. The impacts identified are based upon increases in traffic due to buildout of the Plan as it would affect the existing roadway system.

The policies of the General Plan would be considered to have a significant impact on transportation/circulation if the degradation of a roadway segment to LOS E or F. For Los Angeles County CMP streets such as Azusa Avenue, degradation of LOS beyond the baseline conditions established by the Los Angeles County CMP is considered a significant impact.

> "*5.3.1 Los Angeles County Level of Service Standard.* The level of service (LOS) standard in Los Angeles County is LOS E, except where base year LOS is worse than E. In such cases the base year level of service will be the standard."[2]

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1 *Trip Generation*, 6th Edition; Institute of Transportation Engineers (ITE); 1997.

2 *"1997 Congestion Management Program for Los Angeles County"*; Metropolitan Transportation Authority (MTA); November, 1997.

TABLE 3

TRIP GENERATION RATES

The City of Covina ◆ General Plan Circulation Update

LAND USE	DESCRIPTOR	TRIP RATES PER DESCRIPTOR[1]				
		DAILY	AM PEAK HOUR		PM PEAK HOUR	
			IN	OUT	IN	OUT
Single Family Residential	Dwelling Units	9.55	0.19	0.55	0.66	0.35
Apartments	Dwelling Units	6.47	0.09	0.42	0.43	0.20
Hospital	1,000 Square Feet	16.78	0.82	0.34	0.32	0.74
Industrial	1,000 Square Feet	6.97	0.76	0.16	0.12	0.86
Movie Theater	Seats	est.	-	-	0.04	0.02
Equations:						
Shopping Center	1,000 Square Feet	Daily: Ln (T) = 0.625 Ln(x) + 5.985 AM Peak Hour: Ln (T) = 0.589 Ln(x) + 2.378 (63%, 37%) PM Peak Hour: Ln (T) = 0.637 Ln(x) + 3.553 (50%, 50%)				
Passby Percentage (%)	1,000 Square Feet	Daily: Ln (T) = -0.341 Ln(x) + 5.376 AM Peak Hour: 10% Less than PM Peak Hour PM Peak Hour: Ln (T) = -0.341 Ln(x) + 5.376				
Office	1,000 Square Feet	Daily: Ln (T) = 0.756 Ln(x) + 3.765 AM Peak Hour: Ln (T) = 0.777 Ln(x) + 1.674 (89%, 11%) PM Peak Hour: Ln (T) = 0.737 Ln(x) + 1.831 (17%, 83%)				

(1) *Trip Generation, 6th Edition*; Institute of Transportation Engineers (ITE); 1997.

TABLE 4
TRIP GENERATION
The City of Covina ◆ General Plan Circulation Update

SITE #	LAND USE	SIZE	TRIP ENDS				
			DAILY	AM PEAK HOUR		PM PEAK HOUR	
				IN	OUT	IN	OUT
1	Single Family Residential	12 DU	110	5	5	10	5
2	Shopping Center	30,000 SF	3,330	50	30	150	150
	- Passby (67% Daily, PM; 57% AM)		(2,230)	(30)	(15)	(100)	(100)
	Total		1,100	20	15	50	50
3	Shopping Center	50,000 SF	4,600	70	40	210	210
	- Passby (57% Daily, PM; 47% AM)		(2,600)	(30)	(20)	(120)	(120)
	Subtotal		2,000	40	20	90	90
	Movie Theater	5,000 Seats	3,000	-	-	200	100
	Total		5,000	40	20	290	190
4	Shopping Center	80,000 SF	6,150	90	50	285	285
	- Passby (49% Daily, PM; 39% AM)		(3,000)	(35)	(20)	(140)	(140)
	Total		3,150	55	30	145	145
5	Single Family Residential	8 DU	80	NOM	5	5	5
6	Industrial	130,000 SF	900	100	20	15	110
	Shopping Center	6,000 SF	1,200	20	10	55	55
	- Passby (70% Daily, PM; 60% AM)		(840)	(10)	(5)	(40)	(40)
	Subtotal		1,260	110	25	30	125
	- Less Shopping Center	(25,000 SF)	(2,970)	(45)	(25)	(135)	(135)
	Passby (70% Daily, PM; 60% AM)		(2,080)	(25)	(15)	(95)	(95)
	Subtotal		(890)	(20)	(10)	(40)	40
	Total		370	90	15	-10	85
7	Shopping Center	8,000 SF	1,460	20	15	65	65
	- Passby (70% Daily, PM; 60% AM)		(1,020)	(15)	(10)	(45)	(45)
	Total		440	5	5	20	20
8	Multi-Family Residential	105 DU	680	10	45	45	20
	- Less Single Family Residential	(28 DU)	(270)	(5)	(15)	(20)	(10)
	Total		410	5	30	25	10
9	Multi-Family Residential	32 DU	200	5	15	15	5
	- Less Single Family Residential	(10 DU)	(100)	(NOM)	(5)	(5)	(5)
	Total		100	5	10	10	0

TABLE 4 (Cont.)
TRIP GENERATION
The City of Covina ◆ General Plan Circulation Update

SITE #	LAND USE	SIZE	TRIP ENDS				
			DAILY	AM PEAK HOUR		PM PEAK HOUR	
				IN	OUT	IN	OUT
10	Multi-Family Residential	110 DU	710	10	45	45	20
	- Less Single Family Residential	(38 DU)	(360)	(5)	(20)	(25)	(15)
	Total		350	5	25	20	5
11	Shopping Center	230,000 SF	11,890	165	100	560	560
	- Passby (34% Daily, PM; 24% AM)		(4,040)	(40)	(25)	(190)	(190)
	Total		7,940	125	75	370	370
12	Shopping Center	7,000 SF	1,340	20	15	60	60
	- Passby (70% Daily, PM; 60% AM)		(940)	(10)	(10)	(40)	(40)
	Total		400	10	5	20	20
13	Shopping Center	10,000 SF	1,680	25	15	75	75
	- Passby (70% Daily, PM; 60% AM)		(1,180)	(15)	(10)	(50)	(50)
	Total		500	10	5	25	
14	Single Family Residential	5 DU	50	NOM	5	5	NOM
15	Multi-Family Residential	7 DU	50	NOM	5	5	NOM
	- Less Single Family Residential	(3 DU)	(30)	(NOM)	(NOM)	(NOM)	(NOM)
	Total		20	NOM	5	5	NOM
16	Hospital	40,000 SF	670	35	15	15	30
17	Single Family Residential	6 DU	60	NOM	5	5	NOM
18	Multi-Family Residential	32 DU	210	5	15	15	5
	- Less Single Family Residential	(5 DU)	(50)	(NOM)	(5)	(5)	(NOM)
	Total		160	5	10	10	5
19	Multi-Family Residential	84 DU	540	5	35	35	15
	- Less Single Family Residential	(12 DU)	(110)	(NOM)	(5)	(10)	(5)
	Total		430	5	30	25	10
20	Multi-Family Residential	81 DU	520	5	35	35	15
	- Less Single Family Residential	(13 DU)	(120)	(NOM)	(5)	(10)	(5)
	Total		400	5	30	25	10
21	Multi-Family Residential	12 DU	80	NOM	5	5	NOM
	- Less Single Family Residential	(3 DU)	(30)	(NOM)	(NOM)	(NOM)	(NOM)
	Total		50	NOM	5	5	NOM

TABLE 4 (Cont.)
TRIP GENERATION
The City of Covina ◆ General Plan Circulation Update

SITE #	LAND USE	SIZE	TRIP ENDS				
			DAILY	AM PEAK HOUR		PM PEAK HOUR	
				IN	OUT	IN	OUT
22	Shopping Center	98,000 SF	6,980	100	60	325	325
	- Passby (45% Daily, PM; 35% AM)		(4,140)	(35)	(20)	(145)	(145)
	Total		2,840	65	40	180	180
23	Single Family Residential	3 DU	30	NOM	NOM	NOM	NOM
24	Shopping Center	5,000 SF	1,090	20	10	50	50
	- Passby (70% Daily, PM; 60% AM)		(760)	(10)	(5)	(35)	(35)
	Total		330	10	5	15	15
25	Multi-Family Residential	13 DU	80	NOM	5	5	NOM
	- Less Single Family Residential	(2 DU)	(20)	(NOM)	(NOM)	(NOM)	(NOM)
	Total		60	NOM	5	5	NOM
26	Single Family Residential	6 DU	60	NOM	5	5	NOM
27	Single Family Residential	3 DU	30	NOM	NOM	NOM	NOM
28	Industrial	50,000 SF	350	40	10	5	45
29	Industrial	150,000 SF	1,050	115	25	20	130
30	Shopping Center	4,500 SF	1,020	15	10	45	45
	- Passby (70% Daily, PM; 60% AM)		(710)	(10)	(5)	(30)	(30)
	Total		310	5	5	15	15
31	Single Family Residential	3 DU	30	NOM	NOM	NOM	NOM
32	Single Family Residential	9 DU	90	NOM	5	5	5
33	Multi-Family Residential	44 DU	280	5	20	20	10
	- Less Single Family Residential	(4 DU)	(40)	(NOM)	(5)	(5)	(NOM)
	Total		240	5	15	15	10
34	Industrial	70,000 SF	490	55	10	10	60
35	Shopping Center	10,000 SF	1,680	25	15	75	75
	- Passby (70% Daily, PM; 60% AM)		(1,180)	(15)	(10)	(55)	(55)
	Total		500	10	5	20	20
36	Multi-Family Residential	23 DU	150	NOM	10	10	5
	- Less Single Family Residential	(4 DU)	(40)	(NOM)	(5)	(5)	(NOM)
	Total		110	NOM	5	5	5

TABLE 4 (Cont.)
TRIP GENERATION
The City of Covina ◆ General Plan Circulation Update

SITE #	LAND USE	SIZE	TRIP ENDS				
			DAILY	AM PEAK HOUR		PM PEAK HOUR	
				IN	OUT	IN	OUT
37	Multi-Family Residential	14 DU	150	NOM	5	5	5
	- Less Single Family Residential	(2 DU)	(20)	(NOM)	(NOM)	(NOM)	(NOM)
	Total		110	NOM	5	5	5
38	Office	15,000 SF	330	40	5	10	35
	- Less Single Family Residential	(5 DU)	(50)	(NOM)	(5)	(5)	(NOM)
	Total		280	40	0	5	35
39	Shopping Center	6,000 SF	1,220	20	10	55	55
	- Passby (70% Daily, PM; 60% AM)		(850)	(10)	(5)	(40)	(40)
	Total		370	10	5	15	15
40	Multi-Family Residential	100 DU	650	10	55	45	20
	- Less Single Family Residential	(40 DU)	(380)	(10)	(20)	(25)	
	Total		270	0	35	20	
41	Shopping Center	6,000 SF	1,220	20	10	55	55
	- Passby (70% Daily, PM; 60% AM)		(850)	(10)	(5)	(40)	(40)
	- Less Single Family Residential	(3 DU)	(30)	(NOM)	(NOM)	(NOM)	(NOM)
	Total		340	10	5	15	15
42	Multi-Family Residential	11 DU	70	NOM	5	5	NOM
	- Less Single Family Residential	(3 DU)	(30)	(NOM)	(NOM)	(NOM)	(NOM)
	Total		40	NOM	5	5	NOM
43	Industrial	50,000 SF	350	40	10	5	45
44	Single Family Residential	6 DU	60	NOM	5	5	NOM
45	Shopping Center	30,000 SF	3,330	50	30	150	150
	- Passby (68% Daily, PM; 58% AM)		(2,260)	(30)	(15)	(100)	(100)
	Total		1,070	20	15	50	50
46	Industrial	15,000 SF	100	10	NOM	NOM	15
47	Shopping Center	100,000 SF	7,070	100	60	330	330
	- Passby (45% Daily, PM; 35% AM)		(3,180)	(35)	(20)	(150)	(150)
	Subtotal		3,890	65	40	180	1[illegible]
	Movie Theater	1,300 Seats	750	-	-	50	–
	Total		4,640	65	40	230	205

TABLE 4 (Cont.)
TRIP GENERATION
The City of Covina ◆ General Plan Circulation Update

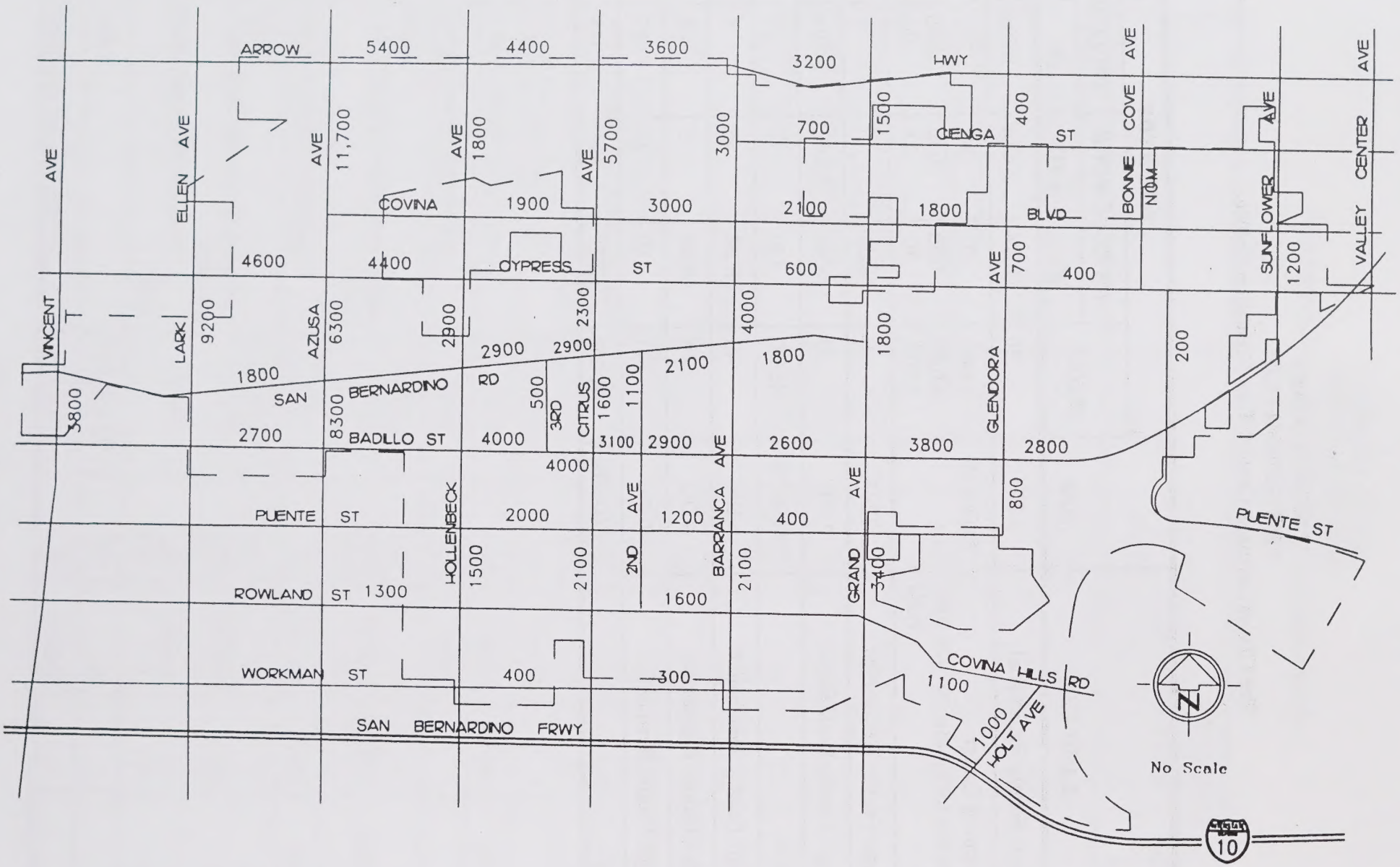
SITE #	LAND USE	SIZE	TRIP ENDS				
			DAILY	AM PEAK HOUR		PM PEAK HOUR	
				IN	OUT	IN	OUT
48	Shopping Center	40,000 SF	3,990	60	35	185	185
	- Passby (60% Daily, PM; 50% AM)		(2,390)	(30)	(15)	(110)	(110)
	Total		1,600	30	20	75	75
49	Office	15,000 SF	330	40	5	10	35
50	Shopping Center	25,000 SF	2,970	45	25	135	135
	- Passby (70% Daily, PM; 60% AM)		(2,080)	(25)	(15)	(95)	(95)
	Subtotal		890	20	10	40	40
	Office	25,000 SF	490	60	5	10	55
	Multi-Family Residential	40 DU	260	5	15	15	10
	Total		1,640	85	30	65	105
51	Multi-Family Residential	100 DU	650	20	55	65	35
	- Less Single Family Residential	(38 DU)	(360)	(10)	(20)	(25)	(15)
	Total		290	10	35	40	20
52	Single Family Residential	7 DU	70	NOM	5	5	NOM
53	Single Family Residential	10 DU	100	NOM	5	5	5
54	Single Family Residential	4 DU	40	NOM	5	5	NOM
55	Office	15,000 SF	330	40	5	10	35
	- Less Single Family Residential	2 DU	(20)	(NOM)	(NOM)	(NOM)	(NOM)
	Total		310	40	5	10	35
56	Multi-Family Residential	170 DU	1,100	15	70	75	35
	- Less Single Family Residential	(36 DU)	(340)	(5)	(20)	(25)	(15)
	Total		760	10	50	50	20
57	Office	35,000 SF	630	75	10	15	70
58	Office	10,000 SF	250	25	5	5	30
	- Less Single Family Residential	4 DU	(40)	(NOM)	(5)	(5)	(NOM)
	Total		210	25	0	0	30
59	Office	7,500 SF	200	20	5	5	25
	- Less Multi-Family Residential	22 DU	(140)	(NOM)	(10)	(10)	(5)
	Total		60	20	-5	-5	20

TABLE 4 (Cont.)
TRIP GENERATION
The City of Covina ◆ General Plan Circulation Update

SITE #	LAND USE	SIZE	TRIP ENDS				
			DAILY	AM PEAK HOUR		PM PEAK HOUR	
				IN	OUT	IN	OUT
60	Multi-Family Residential	120 DU	780	10	50	50	25
	- Less Single Family Residential	(28 DU)	(270)	(5)	(15)	(20)	(10)
	Total		510	5	35	30	15
61	Multi-Family Residential	75 DU	490	5	30	30	15
	- Less Single Family Residential	(28 DU)	(270)	(5)	(15)	(20)	(10)
	Total		220	0	15	10	5
62	Single Family Residential	4 DU	40	NOM	5	5	NOM
63	Single Family Residential	4 DU	40	NOM	5	5	NOM
64	Shopping Center	25,000 SF	2,970	45	25	135	135
	- Passby (70% Daily, PM; 60% AM)		(2,080)	(25)	(15)	(95)	(95)
	Total		890	20	10	40	4[illegible]
65	Office	18,000 SF	380	45	5	10	4[illegible]
66	Multi-Family Residential	79 DU	510	5	35	35	15
	- Less Single Family Residential	(19 DU)	(180)	(5)	(10)	(15)	(5)
	Total		330	0	25	20	10
67	Single Family Residential	4 DU	40	NOM	5	5	NOM
68	Single Family Residential	3 DU	30	NOM	NOM	NOM	NOM
69	Single Family Residential	4 DU	40	NOM	5	5	NOM
70	Office	7,000 SF	190	20	5	5	20
	- Less Single Family Residential	1 DU	(10)	(NOM)	(NOM)	(NOM)	(NOM)
	Total		180	20	5	5	20
71	Single Family Residential	3 DU	30	NOM	NOM	NOM	NOM
72	Office	23,000 SF	460	55	5	10	55
	- Less Multi-Family Residential	16 DU	(100)	(NOM)	(5)	(5)	(5)
	Subtotal		360	55	0	5	50
	Multi-Family Residential	8 DU	50	(NOM)	5	5	NOM
	Total		410	55	5	10	50
73	Office	12,000 SF	280	30	5	5	3[illegible]
74	Single Family Residential	4 DU	40	NOM	5	5	NOM

TABLE 4 (Cont.)
TRIP GENERATION
The City of Covina ◆ General Plan Circulation Update

SITE #	LAND USE	SIZE	TRIP ENDS				
			DAILY	AM PEAK HOUR		PM PEAK HOUR	
				IN	OUT	IN	OUT
75	Single Family Residential	3 DU	30	NOM	NOM	NOM	NOM
76	Shopping Center - Passby (57% Daily, PM; 47% AM) Total	50,000 SF	4,600 (2,600) 2,000	70 (30) 40	40 (20) 20	210 (120) 90	210 (120) 90
77	Single Family Residential	4 DU	40	NOM	5	5	NOM
78	Single Family Residential	3 DU	30	NOM	NOM	NOM	NOM
79	Office	75,000 SF	1,130	140	15	25	125
80	Single Family Residential	4 DU	40	NOM	5	5	NOM
81	Single Family Residential	4 DU	40	NOM	5	5	NOM
82	Single Family Residential	40 DU	380	10	20	25	15
		TOTAL	*49,130*	*1,625*	*975*	*2,315*	*2,725*

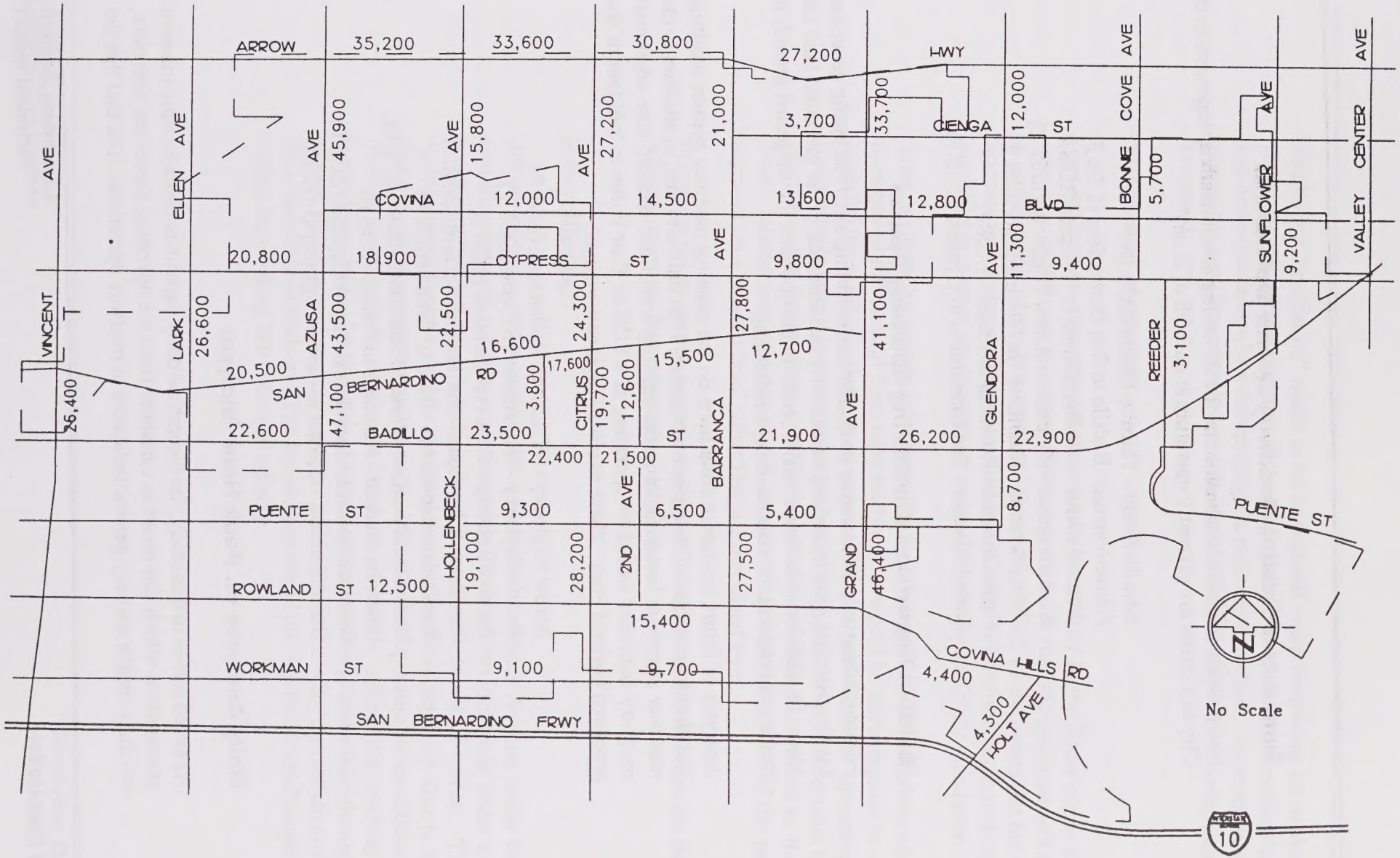


CS-204

GENERAL PLAN DEVELOPMENT

#971030
WPA TRAFFIC ENGINEERING, INC.

FIGURE 5



YEAR 2010 DAILY VOLUMES

(EXISTING + GROWTH + PLANNING AREA)

971030
WPA TRAFFIC ENGINEERING, INC.

FIGURE 7

CS-206

Summary of Existing Roadway System Deficiencies

Examination of Table 1 indicates that the following seven roadway segments in the City of Covina are currently operating at an LOS of E or F:

- Badillo Street - Third to Citrus (LOS E)
- Azusa Avenue - Badillo to San Bernardino (LOS F)
- Azusa Avenue - San Bernardino to Cypress (LOS F)
- Azusa Avenue - Cypress to Arrow Highway (LOS E)
- Citrus Avenue - Badillo to San Bernardino (LOS E)
- Grand Avenue - Rowland to Puente (LOS F)
- Grand Avenue - San Bernardino to Cypress (LOS F)

Buildout Impacts on the Existing Roadway System

Future roadway conditions were projected incorporating all of the traffic generated by the potential growth in land use activity as identified in the proposed land use plan. In addition, the future traffic analysis incorporates the projected growth in traffic generated in the surrounding jurisdictions.

Analysis of future operating conditions on the existing roadway system resulting from implementation of the proposed General Plan indicates that, in addition to the roadway segments listed above in the existing conditions section, nine additional roadway segments would be operating at a LOS of E or F due to buildout of the proposed General Plan. These roadway segments include:

- Arrow Highway - Vincent to Hollenbeck (LOS F)
- Arrow Highway - Hollenbeck to Citrus (LOS F)
- Arrow Highway - Citrus to Barranca (LOS E)
- San Bernardino Road - Hollenbeck to Third (LOS F)
- San Bernardino Road - Third to Citrus (LOS F)
- Lark Ellen Avenue - North of San Bernardino (LOS E)
- Barranca Avenue - Rowland to Puente (LOS E)
- Barranca Avenue - San Bernardino to Cypress (LOS F)
- Grand Avenue - Covina to Arrow Highway (LOS F)

Daily Analyses vs. Peak Hour Analyses

As stated earlier in this study, the theoretical daily capacities contain many inherent assumptions which can result in variances from the operating capacities, therefore, the daily results are only general indicators of roadway operations. The fact that the

results are "indicators" needs to be considered when reviewing the analyses and recommending improvements to the road system. Peak hour intersection analyses is a more detailed tool for determining the roadway operations. Intersection analyses during the peak hour should be utilized when there is a specific development being proposed.

Mitigation Measures

Two options for ensuring adequate roadway capacity in the future are to improve roadway facilities or to control land use growth. A realistic approach will involve a combination of the two options. Generally, it will be necessary for the City to coordinate with regional agencies such as Caltrans and surrounding jurisdictions, in an effort to control the impacts of external forces on the City's circulation system.

These analyses have provided a general view of current traffic conditions which are appropriate for General Plan level analyses. It would be advantageous to analyze specific intersections along road segments which are currently operating at an unacceptable level of service or are projected to operate at an unacceptable level of service in the future when specific proposed projects are submitted to the City. These intersection analyses would better indicate the operations of the roadway segment on a focused level rather than a generalized level.

Presented below are the suggested improvements, for each road segment, that may address projected future operating deficiencies.

Arrow Highway

Arrow Highway, between Vincent Avenue and Barranca Avenue, under buildout conditions would operate at unacceptable levels of service, while under existing conditions this roadway would operate at acceptable levels of service. The two options stated above would be applicable on this roadway segment. Due to the fact that the road segments under existing conditions were operating at acceptable levels of service, the intensity of proposed land use which may utilized this roadway in the future may need to be reduced. Another option may be to add a third through lane in each direction and prohibit on-street parking and narrowing the median providing a six lane divided roadway. The added lanes would provide for acceptable operations within the existing 100 foot right-of-way.

San Bernardino Road

San Bernardino Road between Hollenbeck Avenue and Citrus Avenue is currently two lanes undivided, with 40 feet curb-to curb within the residential area and a 66 foot right-of-way. Due to the planned development within the area, the roadway section on San Bernardino Road between Hollenbeck and Citrus would operate at unacceptable Levels of Service. Cutting back on the planned development would improve the operating level of service on these road segments. Another alternative would be to add a second lane in each direction to provide four lanes of undivided travel on the road segment between Hollenbeck and Citrus which would provide for acceptable operating conditions. The four lane undivided roadway would not fit within the existing 40 foot curb-to-curb width, but would fit within the existing 66 foot right-of-way; however on-street parking would need to removed. Removal of on-street parking may not be a favorable solution for the residences that utilize the on-street parking on San Bernardino Road between Hollenbeck and Citrus. A four lane roadway may be considered infeasible. Again, it should be noted that the daily roadway segment analyses is a generalized indication of how the street segments would operate. Analyses of the signalized intersections along San Bernardino Road between Hollenbeck and Citrus for future development would provide a more specific analyses of how the street segments are truly operating.

Badillo Street

Currently, Badillo between Third and Citrus is operating at unacceptable levels of service. In order to provide for acceptable operations, at a minimum, Badillo should provide four lanes of undivided travel which would accommodate both existing and future volumes, providing acceptable operations. Currently there is no room curb-to-curb for adding additional lanes; however, as a long range mitigation measure, the right-of-way width which ranges from 66 feet to 90 feet would provide adequate width for the four lane undivided roadway along Badillo Street between Third and Citrus in the future.

Lark Ellen Avenue

Lark Ellen Avenue, north of San Bernardino Road is currently a four lane undivided roadway with an 80 foot existing right-of-way width. Under existing conditions plus growth (outside City limits) via a growth rate, the above stated road segment would operate at an acceptable level of service B. With the addition of future development within the City of Covina conditions at buildout would be an unacceptable LOS E. Adding a raised median and providing a classification upgrade to a four lane divided roadway would provide acceptable operations. In order to construct a raised median,

the on-street parking would need to be removed. An alternative to this would be to reduce the planned development. Also, with future development the signalized intersections along Lark Ellen should be analyzed.

Azusa Avenue

Azusa Avenue between Badillo Street and Arrow Highway is currently a four lane divided roadway that is operating at unacceptable levels of service. Additional traffic due to growth from outside the City limits and/or future development within the city boundaries will exacerbate existing conditions. Adding an additional lane in both the northbound and southbound direction may improve operations, but not to the extent of operating at acceptable conditions. Currently Azusa Avenue is 34 feet from the curb to the median. According to the Caltrans standards adding an additional lane in each direction would not be feasible due to lane reductions; however, if Azusa could be modified outside the standards of Caltrans there is adequate right-of-way, 100 feet, to accommodate the additional lane in each direction. (i.e. 12'-11'-11' lanes or 12'-12'-10' lanes.)

It is recommended that with specific future development, the signalized intersections along Azusa Avenue should be analyzed to maintain acceptable operations or close to acceptable operations. If this can be achieved then the road segments would also follow. It should be noted that the peak operating conditions at an intersection will dictate whether a road segment is operating acceptably.

Citrus Avenue

Citrus Avenue between Badillo Street and San Bernardino Road is currently operating at unacceptable levels of service. On-street parking, in the form of angled parking and parallel parking, is provided along Citrus Avenue between Badillo Street and San Bernardino Road. In order to provide for acceptable operating conditions on Citrus between Badillo and San Bernardino for existing conditions and future development, all on-street parking would need to be removed in order to provide for a four lane undivided roadway. Adequate width is provided curb-to-curb to provide four lanes. (i.e. There is 70 feet curb-to-curb from School Street to San Bernardino Road and angled parking provided; and 56 feet curb-to-curb south of Orange Street along Citrus Avenue.) The on-street parking along Citrus between Badillo and San Bernardino, however, serves the businesses that front Citrus Avenue and removing the parking may not be a feasible choice.

Citrus Avenue between Badillo Street and San Bernardino Road has a right-of-way width of 80 feet and widens to 90 feet just south of San Bernardino Road. Under long range conditions, there is adequate room to provide four lanes of undivided travel with on-street (parallel) parking.

Due to the fact that these road segments are currently operating at an unacceptable level of service, reducing the planned development would not assist in relieving existing conditions. It is recommended that with specific future development within the vicinity of Citrus and the downtown area, the signalized intersections along Citrus should be analyzed to maintain levels of service that the City finds to be acceptable or redevelopment of the area may provide for additional lanes.

Barranca Avenue

Under buildout conditions, Barranca Avenue between Rowland Avenue and Cypress Street would operate at unacceptable Levels of Service. Adding a raised median and making a classification upgrade to a four lane divided roadway, the road segment along Barranca would operate at acceptable levels of service D; however, under the existing curb-to-curb widths this would not be obtainable. Currently the existing right-of-way width on Barranca, south of the railroad to Rowland Avenue, ranges from 73 to 80 feet which in some sections does not provide adequate room to add a raised median. North of the railroad to Cypress there is an existing right-of-way of 80 feet which would provide for a four lane divided roadway, however on-street parking would need to be prohibited.

Cutting back on the land use proposed between Rowland to Puente may not provide for acceptable operations. Under future conditions without planned development within the City of Covina this roadway segment would operate at an unacceptable LOS E. It is recommended that with specific future development, the signalized intersections along Barranca Avenue should be analyzed to maintain acceptable operations or close to acceptable operations.

Grand Avenue

Grand Avenue from Rowland to Arrow Highway under buildout conditions shows unacceptable operations at LOS F. A reduction in proposed land use would not be applicable here due to the fact that under existing conditions, Grand Avenue from Rowland to Cypress, is operating at an unacceptable LOS F. In order to mitigate this roadway, six lanes of divided travel would need to be provided, which would be accommodated with the existing 100 foot right-of-way. On street parking would need to be prohibited, the median would need to be narrowed with minimum lane

widths. Due to the fact that this may not be possible it is recommended that with specific future development, the signalized intersections along Grand Avenue should be analyzed to maintain acceptable operations or close to acceptable operations.

Change of Roadway Classification

Based upon discussions with City staff and review of roadway characteristics, which includes right-of-way, curb-to-curb widths, type of land use within the area, existing and future ADT volumes and adjoining roadway connections, it was determined that ***Reeder Avenue*** should have a roadway classification change. ***Reeder Avenue***, which is currently classified as a Secondary roadway, should be downsized to a Residential/Collector classification from Cypress Street to Ruddock Street and from Old Badillo Street to Puente Street.

IV. TRAFFIC MITIGATION FEE PROGRAM

In general, once mitigation measures are identified the costs of mitigating the deficiencies would be estimated. A computation of the ratio of traffic generated by the proposed development to the total new traffic would identify the proportion of volume increase that can be attributed to the proposed project. Mitigating costs multiplied by the percent of project impact would provide for the projects "fair share" contribution. If a mitigation is identified as necessary to bring a deficiency into conformance with the acceptable level of service, but physical or environmental constraints make the improvement impractical, an equivalent contribution should be considered to improve the LOS elsewhere on the system. This would allow the accumulation of sufficient funds to implement more costly improvements.

HOUSING STUDY

CITY OF COVINA
INC. 1901
CALIFORNIA

FINAL

HOUSING STUDY

FOR THE

COVINA GENERAL PLAN HOUSING ELEMENT

COVINA COMMUNITY DEVELOPMENT DEPARTMENT,
PLANNING DIVISION STAFF:

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APRIL 1993
REVISED MARCH 1994

APPROVED BY PLANNING COMMISSION - APRIL 26, 1994
APPROVED BY CITY COUNCIL - AUGUST 3, 1994

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EXECUTIVE SUMMARY

The purpose of the Housing Study is to present and analyze various housing-related information and to evaluate Covina's existing housing programs to establish a framework for the City's revised Housing Element. The housing element, one of seven mandatory general plan chapters, primarily serves as the plan and process by which a local government addresses State and regional housing statutes, goals, and policies and addresses and meets its special, unique housing needs. In the local housing element process, the State ensures that cities and counties consider their present and future housing construction potential, availability, affordability, and structural adequacy to accommodate increases in population and employment and changes in demographics and to support and, where possible, enhance local economic vitality and social stability. In other words, the element functions as the framework for a City's overall housing programs/strategies and as a basis for making both short- and long-term decisions on housing-related matters. The housing element generally operates on a State-established five-year timeframe, which, for cities in Los Angeles County, initially was from July 1989 to June 1994. Also, the housing element period generally runs conterminously with the below-described regional housing needs accommodation process, a key element component. However, very late in Covina's housing element preparation, a State law was passed that extended the current element period by two years, to June 1996. The timeframe change did not, however, affect the regional housing needs component, which maintains the 1994 termination date. This legislation (passed in response to State funding limitations) essentially postpones implementation of an updated regional housing needs process, thus giving cities a two-year period to, for example, address any outstanding housing needs and/or underutilized policies and programs. The City has adjusted its housing element-related activities to conform to the extension.

The Covina housing element program is comprised of two documents, the subject Study, which presents a snapshot of the community pertaining to housing unit types, structure conditions, household, population, employment, social, and economic characteristics and trends, housing needs, and other areas, and the Housing Element itself, which is based on this report and is a goal-, policy-, and program-oriented document that looks into the future. For clarification on Housing Element document terms, refer to the document. The remainder of the Executive Summary pertains to the contents of the Housing Study.

Covina's housing stock is quite diverse. As of May 1, 1992, there were 16,020 total dwelling units in the City, of which 55.7% were single-family detached houses, 32.2% were apartments, 8.7% were condominiums/townhouses, 3.2% were mobile homes, and 0.2% were second units. Compared to surrounding communities, Covina's proportion of non-single family detached or "nontraditional" housing is high. Covina's diversity in unit types translates to an abundance of "affordable" housing.

Despite having a great deal of non-single-family detached housing, Covina's overall prevailing character is low to medium density. Most of the recently constructed apartments, condominiums, and townhouses are under 25 dwelling units per acre, though a few of the '50s through '70s era complexes are in the 25 to 40 range. The single-family detached housing, which typically consists of 1,300 to 1,800 square foot homes on 6,500 to 8,000 square-foot lots, pervades in all areas of the City and generally fronts on local or collector streets, as opposed to the apartments, condominiums/townhomes, and mobile home parks, which typically exist in areas in and around the downtown, along stretches of certain major streets, and in various districts such as the vicinity of Sunflower Avenue and Cienega Street. Some apartments and condominiums/townhouses are in isolated pockets that have little or no linkages to similar dwelling types. Many of Covina's medium and high density developments have been built since the '70s because of land use intensification pressures associated with decreasing vacant land and rising property values, favorable Zoning and General Plan policies and standards, and greater City acceptance. Much of Covina's overall housing growth over the years has been due to annexations. For example, over one-half of the 27% housing stock increase that occurred in the 1980s was attributable to formerly County properties.

In terms of the age and condition of Covina's dwelling units, overall the housing is fairly new, though aging. Approximately 94% of the units have been built since 1950, and two-thirds of the housing stock went up during '50s and '60s alone. Although generally the housing stock is in a sound state, because of aging, inadequate upkeep, a greater number of absentee owners, and other factors, there has been a rising incidence of structurally deteriorating and inadequately maintained properties, particularly regarding older houses and apartments. The City has taken notice

of this problem by enacting a viable, cost-effective housing-related code enforcement program to abate the identified structural deficiencies and property maintenance nuisances as expeditiously as possible. As of late 1992, 185 total dwelling units (35 homes and 10 apartment complexes) were or had recently undergone City code enforcement action. Code enforcement is a major City concern and, accordingly, existing efforts likely will be expanded to abate as many serious housing-related nuisances as possible, thus maintaining Covina's affordable housing stock as well as overall community image, appearance, and vitality.

Covina's 1992 population, 43,442, represents about 2.6% of the persons residing in the east San Gabriel Valley. The population figure is comprised of 42,863 household residents (i.e., those residing in general dwelling units) and 579 persons living in group quarter facilities such as nursing homes. Most of Covina's growth has occurred since World War II. In the '80s, the population rose by 28%, and the number of housing units increased by 26.2%. Almost two-thirds of the 1990 local population are between the ages of 18 and 64, and the four most common racial groups are white (63.0%), Latino (25.5%), Asian (7.2%), and black (3.8%). Also, 76.1% of the households are "married couple families," meaning that the City is a predominantly family-oriented locality. However, Covina is getting a greater proportion of "nonfamily" households, and the City's population and households are becoming more diverse. For example, there are many more extended families residing within single dwelling units, an indication of demographic shifts. Moreover, the City's persons per household and persons per family figures are, respectively, 2.74 and 3.22, which are lower than most surrounding municipalities. Over the years, Covina's population has grown because of general development as well as County annexations.

In 1990, Covina had an employed civilian labor force of 22,173 and a 5.4% unemployment rate. The top five employment groupings were: 1) services, 33.2%; 2) retail trade, 17.8%; 3) manufacturing, 17.7%; 4) finance, insurance, and real estate, 8.6%); and 5) construction, 6.7%. During the '70s and '80s, there was a decline in manufacturing employment and an increase in the proportion of persons with service- and retail-oriented jobs, which indicates increasing housing needs because employees in the latter sectors typically receive lower wages than those in the former group. Regarding employment opportunities in Covina, in 1990 there were 27,762 jobs, and the top five employment groupings were: 1) services, 35.4%; 2) retail trade, 20.4%; 3) manufacturing, 14.7%; 4) finance insurance and real estate, 4%; and 5) government, 7.9%. The fact that Covina has about as many jobs as "working age" (between 18 and 64) persons indicates that the City has a fairly strong economic base. Also, Covina has a relatively high jobs-to-housing ratio, which illustrates a "balanced" community. Covina's 1990 ratio of jobs to housing was 1.74, which is higher than those in all other east San Gabriel Valley cities except Irwindale and Industry. The jobs-housing balance concept is an important component of the Southern California Association of Government's (SCAG's) overall strategy for mitigating the Los Angeles area's growth related transportation, environmental, land use, and related problems. SCAG carries out this strategy through City-recommended jobs-to-housing ratio targets or goals in its various plans. Relating to the Housing Element, then, this means that although Covina must continue to provide new housing for a variety of economic segments, the City also needs to ensure that its number of jobs (or commercial and industrial base) is maintained and, preferably, enhanced. SCAG considers the east San Gabriel Valley a "jobs deficient" subregion.

Covina's 1990 median household and median family incomes were, respectively, $38,907 and $44,375. Although these figures are above the respective averages for Los Angeles County, Covina's two income figures are below those for most east San Gabriel Valley communities. Also, Covina's percentage of persons over 18 who were below the poverty level in 1990 (6.7%) is considered "average" for the area. Poverty rates in the City are most severe for various types of female-headed families. In the '80s, while Covina's median household income rose by 86.4% and median family income increased by 81.1%, median mortgages rose by 174.1% (to $1,091) and median rents rose by 118.1% (to $652). The phenomenon of incomes not keeping pace with housing costs underscores a worsening housing affordability problem that has occurred throughout Los Angeles County and the State as well. Interestingly, Covina's median mortgage and median rent are below those for many east San Gabriel Valley communities. The 1990 Covina median home sales price was $201,300, a "middle of the road" figure for the Valley. In the early '90s, however, because of various economic and market factors, rents and home sales prices have stabilized. These trends plus relatively low interest rates have been welcome news for some renters and for potential first-time buyers with sufficient incomes. Nevertheless, considering generally declining wages and the fact that housing costs remain much higher than in previous eras, it remains difficult for many incoming young families to buy a first home.

Another noteworthy housing indicator is lower income housing overpayment--households earning under 80% of the County median income and paying more than 30% of their gross monthly incomes on housing. According to the 1990 Census, over one-fifth of Covina's households met this standard, and about three quarters of the lower income households overpaying for shelter were renters. Also, the Census revealed that the total percentages of owners and renters "overpaying" were, respectively, 5.4% and 15.5%. In the '80s in Covina and in most communities in the State, renter overpayment percentages rose more dramatically than those for owners. The above facts and figures underscore Covina's need to continue with and, where possible, expand existing rent subsidy and other housing programs. Moreover, compared to surrounding cities, the percent of Covina lower income renters paying more than 30% of their incomes for housing actually is on the high side. However, Covina's 1980s-exacerbated renter overpayment problem appears to have been somewhat mitigated by an early 1990's stabilizing of rents, as documented by a City study, and rise in incomes. Based on the comingling of these factors, it has been determined that 128 additional lower income renter households no longer overpay for housing.

Other key housing-related topics examined in the Study are tenure (distribution of owner- and renter-occupied dwelling units), overcrowding, vacancy rates, and development/improvement constraints. Regarding tenure, the 1990 Census revealed that 58.1% of Covina's total dwelling units were owner-occupied and 41.9% were renter-occupied. Referring specifically to single-family detached houses, the "owner-occupied" percentage was 85.5%, meaning that about 1 in 7 is rented out. Over the '80s, Covina became a more renter-oriented community because of the proliferation of apartments and condominiums/townhomes and because of a rising incidence of single-family detached absentee ownership. Compared to most surrounding East San Gabriel Valley communities, Covina's overall owner-occupied percentage (58.1%) is relatively low. Census data also revealed, not surprisingly, that renters tend to be younger households.

Regarding overcrowding, 1,401 occupied dwelling units or 9.0% of the City's total, were occupied by 1.01 or more persons per room (the topical Federal standard). Overcrowding is much higher in rentals. While 30.5% of the units (a total of 428) were owner-occupied, almost 70% (973 dwellings) were inhabited by renters. Or, 14.9% of all occupied rentals were considered overcrowded, but only 4.7% of the owner-oriented units had high tenant counts. Because apartments comprise most of Covina's rental units, it is believed that this dwelling type constitutes a majority of the overcrowded renter-occupied buildings. Overcrowding can lead to structural, property maintenance, and other problems, and therefore is of concern to the City. When compared to nearby municipalities, Covina's "owner" and "renter" overcrowded percentages are average. Unfortunately, overcrowding for both sectors in Covina and around Los Angeles County increased dramatically in the '80s because of various demographic, economic, and social changes.

Pertaining to vacancy rates, Covina's 1990 total, owner, and renter vacancy rates were, respectively, 3.6%, 1.0%, and 5.5%. According to the Southern California Association of Governments (SCAG), "ideal" owner and renter vacancy rates should be around, respectively, 2.0% and 5.0%. Technically, vacancy rates stabilize housing costs and bolster a local economy by providing housing opportunities for workers in existing, new, and expanded businesses. Compared to twelve surrounding communities, the owner vacancy ranks 9th, and the renter vacancy rate ranks 5th. In terms of constraints, there are several governmental and nongovernmental actions, procedures, standards, and factors that, to varying degrees, constitute constraints on the maintenance, improvement, and development of housing. State general plan law strongly encourages constraint removal and/or mitigation, where possible, as a way to facilitate local housing development and expansion activities. The chief governmental constraints, which the City has direct control over, include physical and limited environmental factors; the administration and enforcement of various codes such as Zoning, Design Guidelines, Building, Housing, Energy, Fire and Handicapped Accessibility; development fees and conditions; the development review process timeframe; infrastructure and public service factors (particularly relating to streets, emergency services and, to a lesser extent, public schools); and restrictions imposed by regional agencies. Although certain aspects or portions of some of the above governmental items could be streamlined, any change must be done in a manner that does not jeopardize public health, safety, welfare and does not diminish the community's image and appearance. (In some cases, streamlining procedures or reducing standards will be difficult, if not impossible.) The nongovernmental constraints, on the other hand, are defined as key housing-related costs that are shaped by market forces and that are paid by developers or prospective home buyers, particularly the costs of land, construction, and financing. Although these factors are much less amenable to Covina or local

governmental actions, cities nevertheless must analyze the nongovernmental constraints to determine where responses are warranted. Covina's approach in this matter basically is to monitor various costs for unusual conditions and, if necessary, to take whatever action is appropriate or possible.

In accordance with State planning law, the housing element must be based on and consistent with the general plan land use chapter. According to the Land Use Element, the Covina General Plan's proposed theoretical dwelling unit and household population build-out figures are, respectively, 17,905 residences (an 11.8% increase over the 1992 number) and 49,149 persons (14.7% more than the current resident count. There would also be 666 persons residing in group quarters places such as nursing homes. Inasmuch as these projections are theoretical capacities, however, the actual long-term development scenario is likely to be less intense. The probable build-out numbers, which typically are based on factors such as the extent of general plan implementation, annexations, future social, demographic, and economic conditions, and future market demand and community image and vitality, would likely be 80% of capacity. The rationale behind the Land Use Plan was, in accordance with City Council and Planning Commission direction and local resident views identified during the citizen participation process, generally to retain the City's existing land use arrangement--or single-family detached houses--as the dominant use while focusing apartments, condominiums/townhomes, and mobile home parks in areas already established with similar uses such as in and around the downtown and along certain major streets. Although the Plan would reduce slightly existing densities in a few blocks, moderate growth and the intensification of now-underutilized parcels is encouraged and, as indicated above, key affordable housing resources such as apartments and mobile home parks are preserved.

One land use-related matter that the City will need to address is its major or Zoning Ordinance-defined "detrimental" nonconforming uses, which are uses that are not permitted according to the underlying Zoning and the General Plan Land Use Element but were once legal and therefore can continue on an amortized basis for a specified period. (According to State law, removal is a property owner responsibility.) Over the years, primarily because of sensitivity to residents of applicable housing units, the City of Covina has not enforced its nonconforming provisions. However, the Land Use and Housing Inventory, on which much of the Land Use and Housing Elements are based, identified 250 major nonconforming housing units, which was comprised of 74 single-family detached units and 176 multiple-family units (9 complexes). Most current nonconforming units are in and around the downtown (such as old, wood-frame houses in the now industrial-designated area just northeast of Citrus Avenue and San Bernardino Road). Also, the proposed General Plan Land Use Element would create 73 additional nonconforming units in various parts of the City (12 houses, 3 condominium/townhouse complexes totalling 38 units, and 3 apartment facilities equating to 23 dwellings.) Upon General Plan adoption, there could thus be as many as 323 nonconforming Covina dwellings. In many cases, the City's nonconforming units are not well maintained, disturb neighborhood character, preclude potential viable economic activity, and/or adversely impact land use continuity. Therefore, the City generally welcomes their removal. But because of typical nonconforming unit location, age, and condition, in the aggregate, they may constitute a small proportion of the community's affordable housing stock. Although where necessary and/or appropriate, Covina may wish to consider abating its Zoning-defined "detrimental" nonconforming residential properties, the City should try to prevent unreasonable hardships on potentially effected residents, many of which are believed to be lower income. Other nonconforming issues concern whether the City should continue to permit single-family detached houses in apartment/condominium-zoned districts, of which 266 homes now fall under this classification, and how to deal with a particular deteriorating mobile home park in an industrial-designated area.

Two slightly related matters that have also been explored in the housing element process are the potential loss of affordable housing because of condominium conversions and because of the possible termination of below market rate rents in certain lower income household complexes. Regarding the former, to date no condominium conversions have occurred and, in the future, it is doubtful that any conversions will take place because of the difficulty in making an existing apartment meet Covina condominium standards. Therefore, condominium conversions are not seen as a major concern. The latter point refers to government sponsored lower income apartment complexes that are deemed "at risk" of losing their below market rental restrictions because of either the termination of a rental subsidy contract or the prepayment of a reduced interest rate mortgage. Although Covina has a few lower income apartments, currently only one complex is considered potentially "at risk." This pertains to 44 of the 216 dwelling

units at the Shadow Hills rental complex at 1400 North Grand Avenue, which, in accordance with an agreement between the Redevelopment Agency and project developer (Multiple-Family Housing Revenue Bond program) were to be reserved for lower income residents. Existing terms of the Bond program permit market rate conversion of the 44 units in 1997. Because the property currently is in receivership, it is not known what company will ultimately control the complex and/or whether the rent restrictions will be terminated. The City and Redevelopment Agency will monitor the situation and make a reasonable attempt to ensure below market rent continuation after 1997 by, for example, seeking an alternative subsidy source.

An important aspect of the housing element pertains to listing and analyzing housing needs, which generally is comprised of two components: 1) needs that must be addressed according to the Southern California Association of Governments (SCAG) and 2) special, unique needs identified by the local jurisdiction through its own citizen participation and research activities. SCAG's housing needs are documented in the Regional Housing Needs Assessment (RHNA), and they are referred to as "existing" and "future" needs. The existing needs are the numbers of lower income owners and renters (i.e., with incomes under 80% of the County median household income) that pay more than 30% of their monthly gross income on housing (30% is the common Federal affordability standard). A community is supposed to address its existing housing needs through various programs. The numbers of "Covina existing needs" or needy owner and renter households are, respectively, 668 and 1,951. Currently, 607 renter households in Covina receive financial assistance through various Federal and City programs, though of that number, only 88 households (14.5 of total) have been added since 1988, when the above RHNA numbers were presented. This means that the current extent of subsidy programs does not meet the RHNA "existing" needs. There are no "mortgage subsidies," however.

Future housing needs, on the other hand, mean the number of dwelling units that should be added to a locality's housing stock during the five-year RHNA/housing element process, according to SCAG, to accommodate population growth, to meet vacancy rate goals, and to compensate for anticipated demolitions. In order for the needs of all economic segments to be addressed, the housing unit "target" is broken down according to the standard four income groups, very low income (up to 50% of the County median family income), low income (51 - 80%), moderate income (81 - 120%), and upper income (over 120%). The intent here is to ensue that a community plans for or attempts to accommodate a variety of dwelling units--in other words, new housing that theoretically would be affordable to persons of all income levels. A new unit's rent or mortgage determines to which income group the unit is assigned. Covina's RHNA-assigned future housing needs are: very low income, 150; low, 191; moderate, 173; and upper, 462. Unfortunately, by the end of the current five-year RHNA process (June 1994), because of physical constraints, a lack of private sector construction of affordable and market rate housing, City funding limitations, and the current national economic downturn, the City will not be able to reach these targets. However, State housing element law states that where "needs exceed resources," the local government may accept housing numbers that are lower than the RHNA targets as long as its figures (or "quantified construction objectives") constitute what the local government believes are its maximum possible numbers of dwellings that could be accommodated. But to legally use the lower-than-SCAG targets, the City or County must identify local sites where, at least theoretically, the local government could construct quantities of dwelling units equating to the differences between SCAG's targets and the City's quantified objectives. The Housing Study fulfilled this requirement by, first, identifying and studying the dwelling unit development potentials of properties that can most readily accommodate new and intensified housing, second, setting realistic construction targets in response to the documented difficult housing needs categories, and, third, acknowledging the City's intention to establish adequate Zoning and appropriate programs so that the housing targets could be realized. The identification of various potential housing sites also will serve as a framework for making housing development decisions. Although the City was initially not able to fulfill all of its existing and future RHNA needs, many lower income households have been provided housing assistance through Covina and Federal-administered housing programs. These efforts will be bolstered in revised Housing Element implementation.

As previously mentioned, aside from addressing SCAG's housing needs, a community must also identify its own needy groups and economic segments. Through various citizen participation measures, which included questionnaires, public forums, a cable television commercial, general plan update flyers, press releases, and articles in various newspapers and City publications, and through extensive City Planning Division analysis of various data and meetings/discussions with the City Council, Planning Commission, Housing Advisory Committee, and other

City employees, the Planning staff determined that the following constitute Covina's major local housing needs:

1) Very low-income small families, particularly those headed by single-parent households, overpaying for housing.

2) Very low income senior households overpaying for housing,

3) Very low income large families overpaying for housing,

4) Lower, particularly, very low income, owners of single-family homes in need of rehabilitation assistance,

5) Young, first-time home buyers,

6) Very low income handicapped persons, particularly seniors, overpaying for housing, and

7) Aging, deteriorating apartments in need of rehabilitation. (Although not a "human need," this item is nevertheless included here because of its importance.)

In addition to assisting in identifying local housing needs and issues, the citizen participation process provided the Planning Division with a wealth of housing-related information, data, and comments that were considered in drafting the revised Housing Element. Planning was told such things as "maintain the current residential land use distribution," "better address lower income housing needs, particularly for seniors," "maintain code enforcement activities and promote private property maintenance as much as possible," "maintain a moderate amount of future development, (or development that Covina can accommodate considering its existing situation and constraints)," "maintain high quality development and carefully review any reductions in building standards and design guidelines," and "develop new viable housing programs, such as granny flat, density bonus, and deteriorating apartment purchase."

In the housing element update process, cities also are required to examine local homelessness, a serious social and housing problem in many portions of Los Angeles County that has increased dramatically since the early 1980s primarily because of rising poverty and a lack of sufficient low cost housing and, to a lesser extent, inadequate funding for public assistance programs. The proliferation of homelessness has posed a major challenge for many communities, though in Covina the problem has not been identified as widespread. Based on Planning Division research and observations, there are about ten persons in Covina at any one time without permanent shelter, and they generally congregate in the downtown and in various parks. However, it is believed that many of the City's "street people" are not permanent but transient residents, passing through to other communities. To address State housing element law pertaining to homelessness, Covina will study the matter in greater detail and amend its Zoning Ordinance to permit homeless-serving facilities in appropriate areas. Another noteworthy, often needy group that warrants evaluation in this process pertains to the disabled. The 1990 Census identified 1,972 persons over 15 years of age with some type of mobility or self-care limitation, 800 of whom were 65 or older. Although not a major housing-related problem, disabled, lower income seniors, both owners and renters, are deemed a "housing needs" group. It is not known, however, what percentage of Covina's handicapped seniors reside in nursing homes.

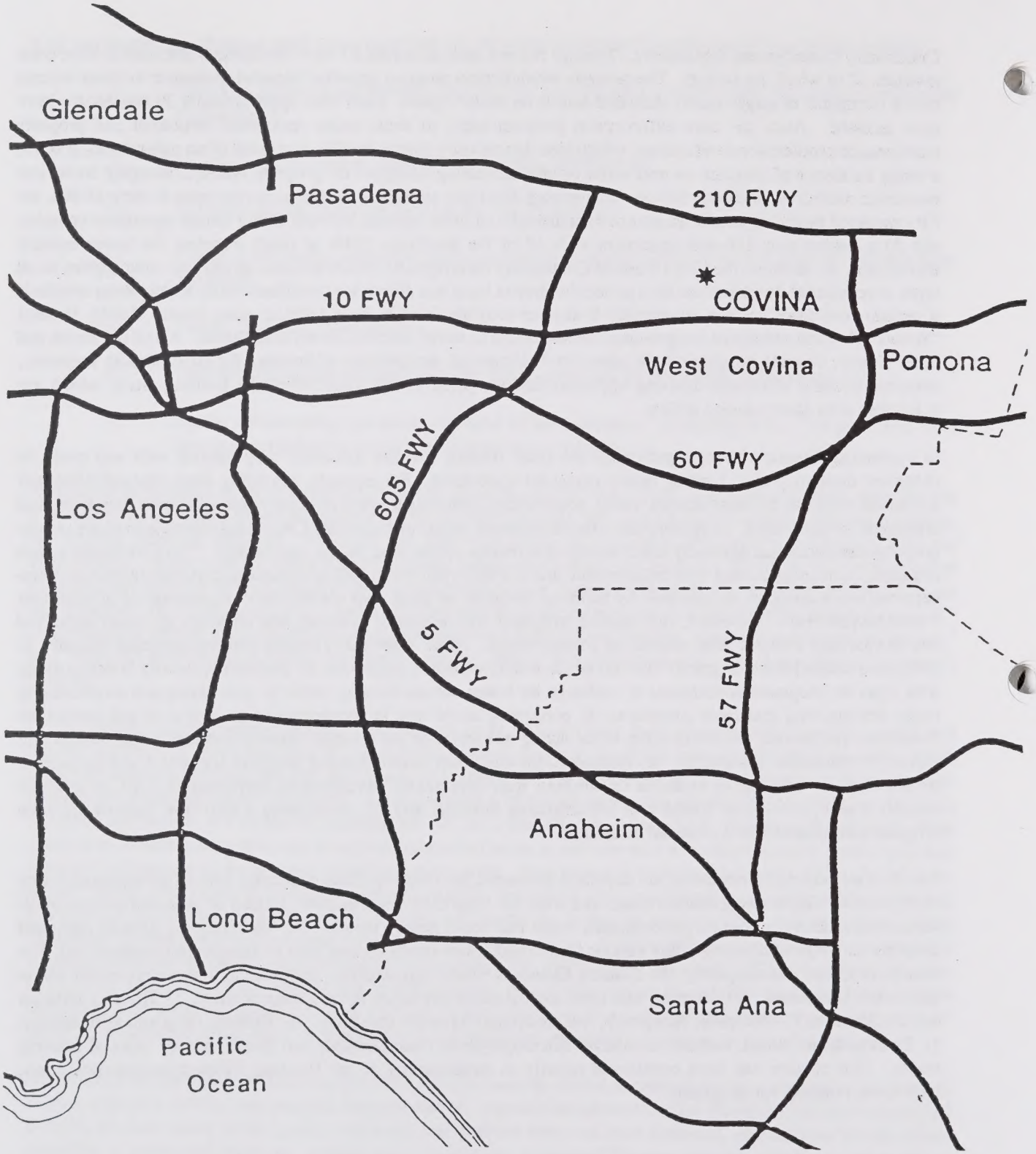
Moreover, local governments must analyze their existing housing elements, particularly the extent and effectiveness of goal, objective, policy, and program implementation. Because the present Covina Housing Element was adopted in 1984, because many of the goals, objectives, and policies have not been followed, and because the document generally is outmoded regarding content and organization, a detailed Element analysis would not be useful or meaningful and therefore is not performed. Rather, the City has presented and evaluated its housing programs, some of which were enacted after 1984. It is believed that this approach fulfills the intent of the applicable State statute because programs constitute the best indicator of Covina's overall housing efforts.

The City's primary housing programs are rent subsidy, rehabilitation, code enforcement, and developer assistance measures, and they generally have been administered by the Covina Redevelopment Agency (CRA) and City

Community Development Department. Through the rent subsidy effort, 87 very low income households have been assisted, 68 of which are seniors. The property rehabilitation program provides financial assistance to lower income owner-occupants of single-family detached houses for minor repairs. Each year, approximately 30 households have been assisted. Also, the code enforcement program seeks to abate major residential structural and property maintenance problems/code violations, which rose dramatically during the '80s as a result of an aging housing stock, a rising incidence of absentee owners and a general increasing disregard for property upkeep, changing social and economic conditions, and other factors. Concerning developer assistance measures, in two cases in the mid-'80s, the City provided builder financial assistance to construct 1) a lower income 140-unit senior citizen apartment complex and 2) a market rate 216-unit apartment with 44 of the dwellings (20% of total) reserved for lower income households. In addition, the City's Planned Community Development (PCD) process, an overlay zone applied to all types of residential developments on a project-by-project basis that allows for modifications in development standards if certain conditions are met, essentially is another program that has been utilized many times. Lastly, Federal "Section 8" rental assistance has provided subsidies to 252 lower income Covina households. All of the above and other Covina housing programs have aimed to facilitate the construction of housing for all economic segments, maintain existing affordable housing opportunities, and preserve the local affordable housing stock, which are consistent with State housing policy.

In evaluating Covina's housing programs, the chief finding was that generally they operate well and could be enhanced through greater funding and/or expanded application. For example, providing more rent subsidies and additional code enforcement actions would, respectively, better meet lower housing needs and better conserve local affordable housing units. Supplemental code enforcement would also give the City added leverage to abate serious property nuisances that adversely affect overall community appearance, image, and vitality. The City places a high emphasis on housing-related code enforcement, and it is likely this effort will be expanded, particularly from an intra-departmental standpoint and possibly by focusing resources on areas with notably high concentrations of identified violations/problems. Moreover, new housing programs will be needed to ensure that all needs are better addressed and that recently enacted State statutes are acknowledged. Some potential or needed housing programs include: 1) permitting second units or granny flats on single-family detached properties; 2) permitting density bonuses along with other development concessions in exchange for lower income housing units; 3) purchasing and rehabilitating major deteriorating apartment complexes; 4) permitting mixed uses in appropriate areas such as in and around the downtown (to provide needed housing while taking advantage of the recently opened commuter train station and current revitalization efforts); 5) developing an informational shared housing program for senior and non-senior households; 6) helping to establish or working with community development corporations (CDC's) or other nonprofit groups in either building or rehabilitating housing; and 7) developing a first-time homebuyer loan program coordinated with a financial institution.

Based on all matters, information, and data/facts presented, the Housing Study concludes with an all-inclusive listing of relevant Covina housing-related issues and what the State calls opportunities (actions or potential actions of the subject community or another governmental entity that could benefit the City implementing the general plan) and assumptions (suppositions regarding various factors and issues during general plan or element implementation). For reasons of clarity and simplicity, the Housing Element's issues, opportunities, and assumptions are presented within a six-topic framework: 1) Housing unit types and amounts and future development activity; 2) Housing location and distribution; 3) Structural, occupancy, and community aesthetic conditions; 4) Housing costs and affordability; 5) Demographic, social, income, economic, and employment characteristics and trends; and 6) Special housing needs. This section has been considered heavily in development of the Housing Element document's goals, objectives, policies, and programs.



COVINA REGIONAL LOCATION

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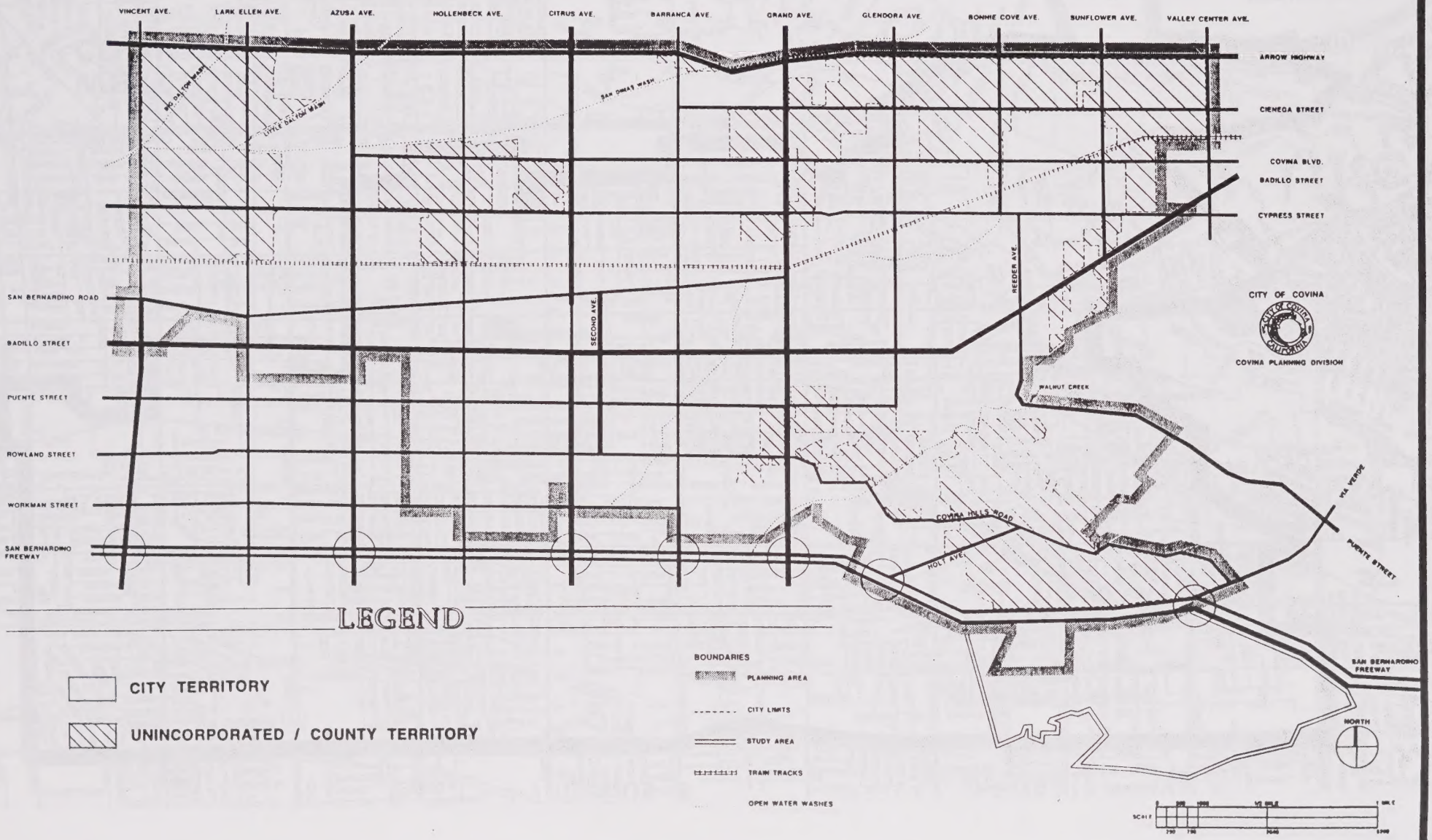
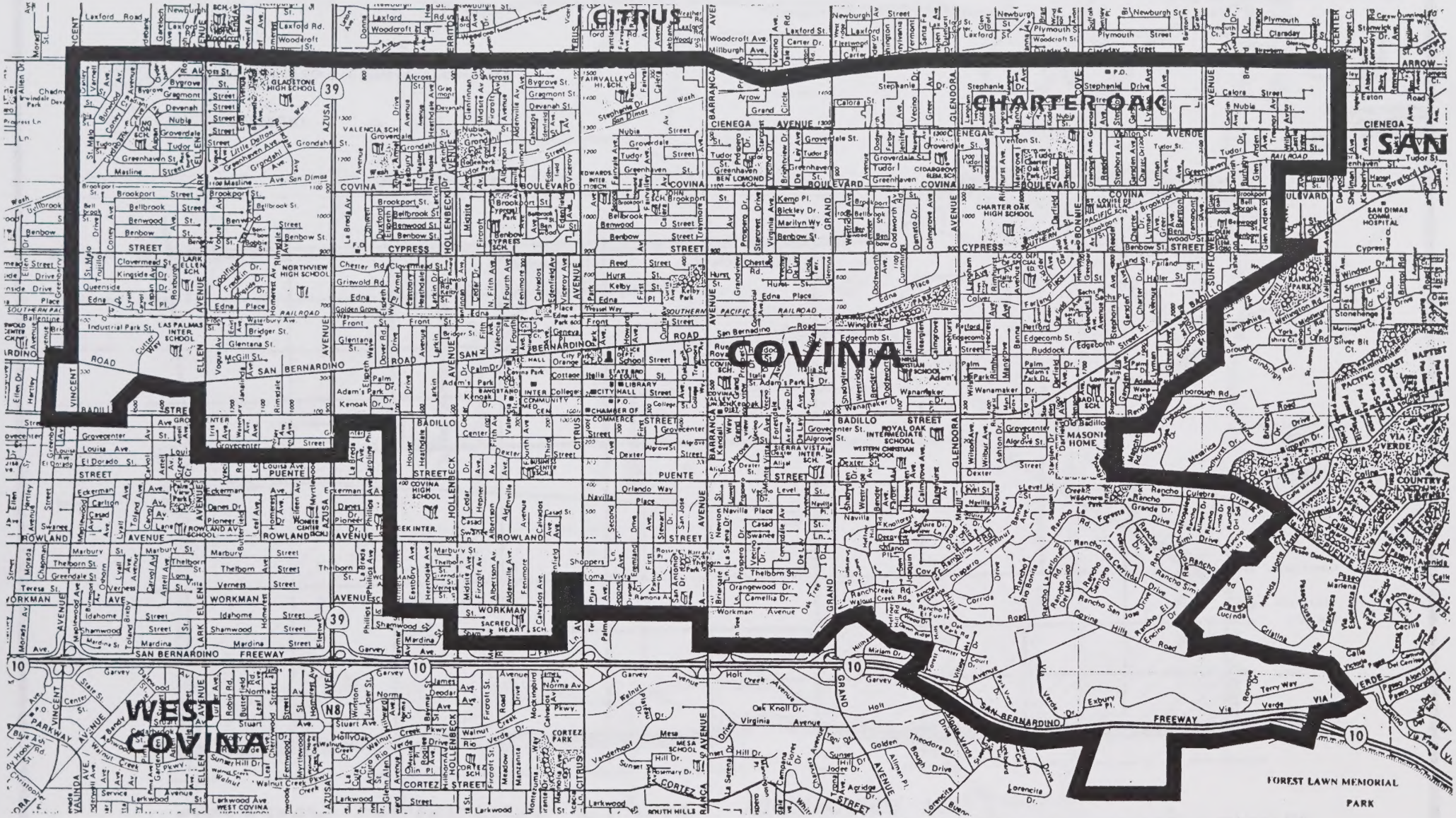
MAP 1

COVINA GENERAL PLAN

DEMARCATION OF CITY AND UNINCORPORATED TERRITORIES, 1992



MAP 2



PLANNING AREA BOUNDARY

CITY LIMITS

COVINA PLANNING AREA AND CITY LIMITS
1992

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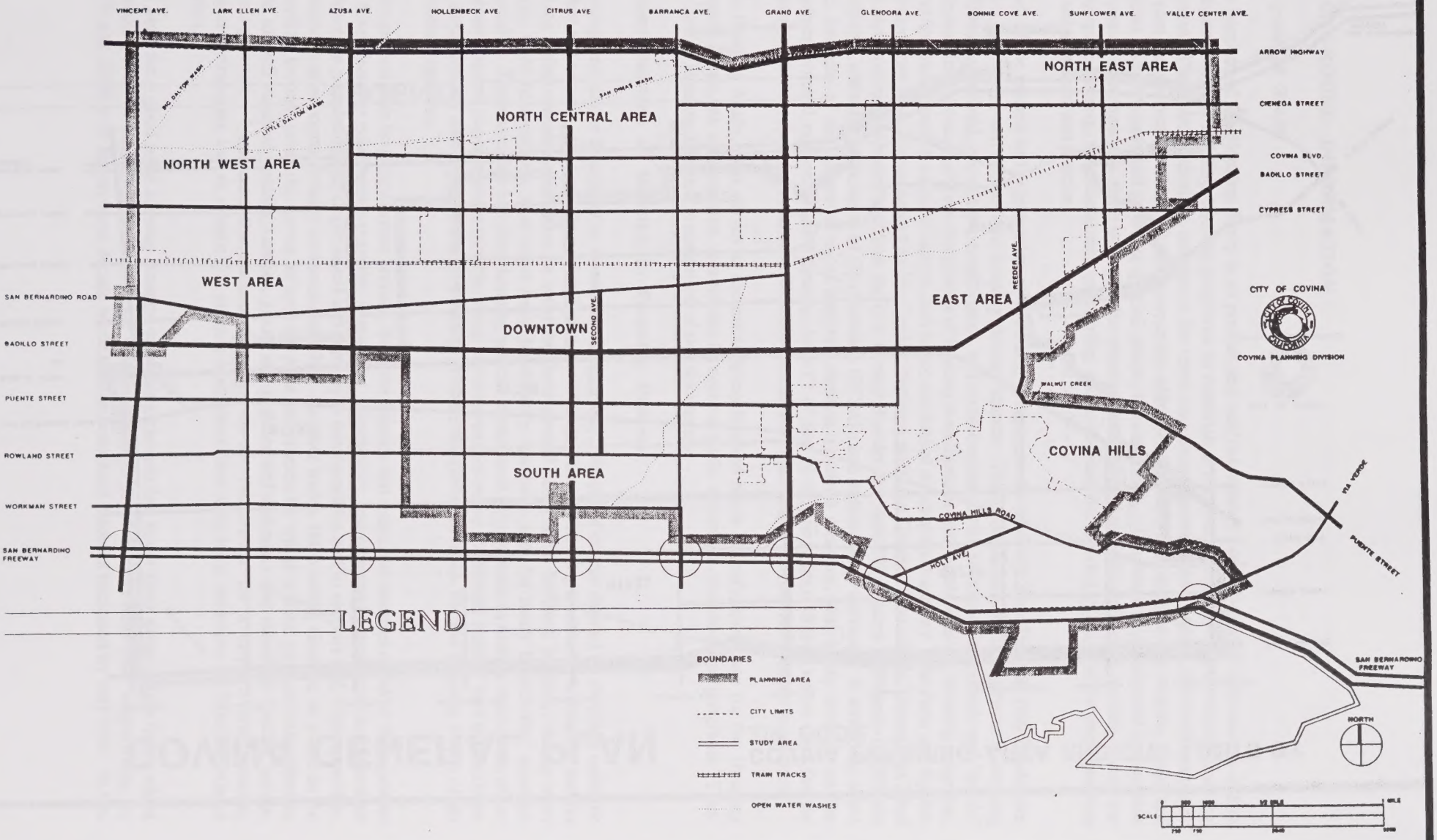
MAP 3

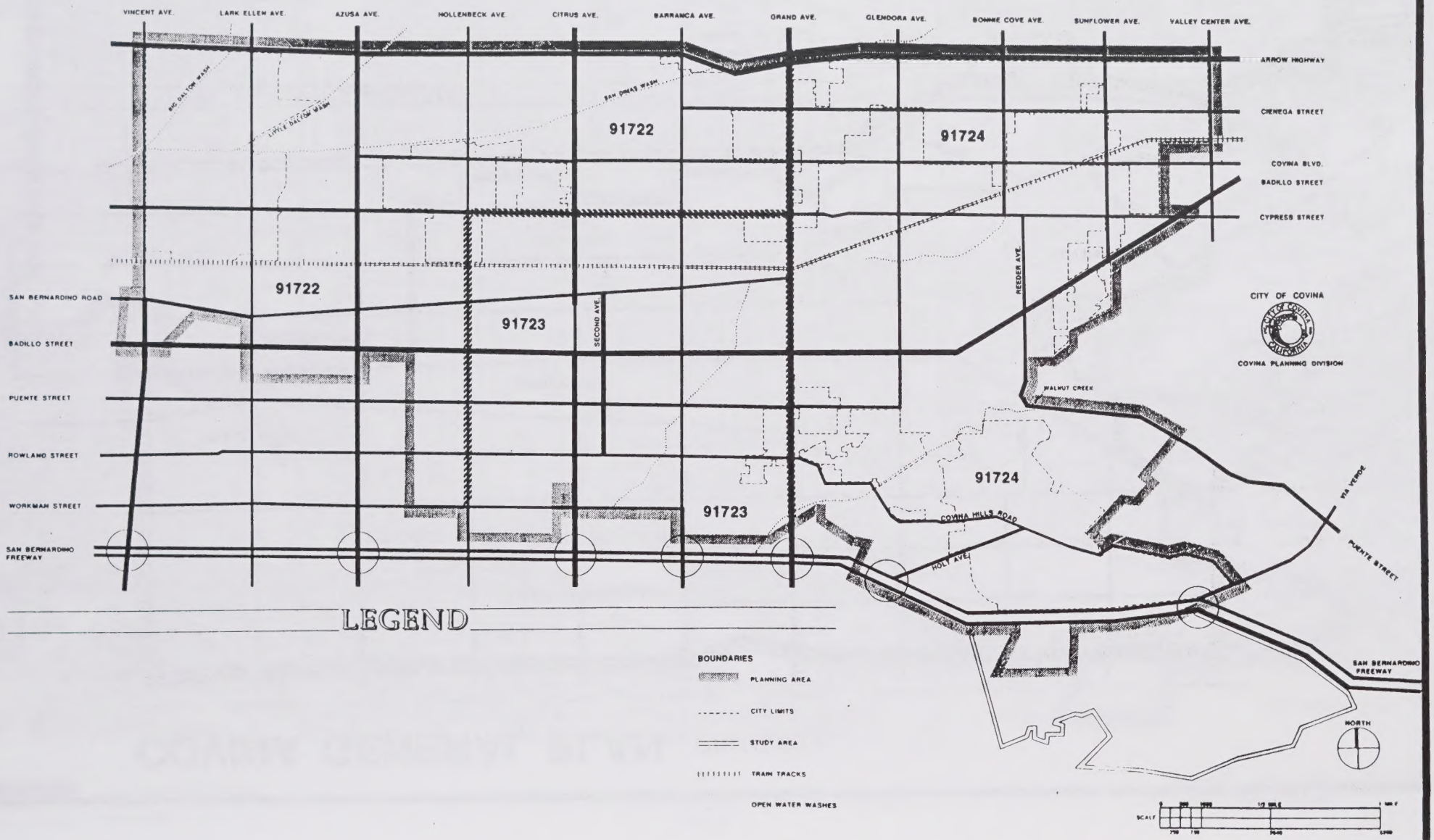
COVINA GENERAL PLAN DISTRICTS



MAP 4

COVINA GENERAL PLAN

COVINA PLANNING AREA AND CITY LIMITS BY ZIP CODE



MAP 5

A. BACKGROUND INFORMATION

1. Purpose of Study

The purpose of the Housing Study is to present and analyze various housing-related information and to evaluate Covina's existing housing programs to establish a framework for the City's revised Housing Element. The housing element, another of the seven mandatory general plan chapters, primarily serves as the plan and process by which a local government addresses State and regional housing statutes, goals, and policies and addresses and meets its special, unique housing needs. The heart of the element is a section containing programs that detail strategies for meeting the identified existing and future housing needs, for developing housing, for maintaining, preserving, and improving the housing stock, and for implementing related objectives and policies.

Much of the content and organization of this Study is based on the advisory State General Plan Guidelines and is believed to best address new housing element statutes. The information generally pertains to housing structure, household, population, employment, and socio-economic characteristics and trends and "needs" analyses. In addition, there are discussions of housing development constraints, existing housing programs, identified local housing issues/concerns, and future residential development activity. The facts and figures included here have been obtained by the Covina Planning staff, the General Plan author, through its Land Use and Housing Inventory and from the U.S. Census Bureau, the State Department of Finance (DOF), the Southern California Association of Governments (SCAG), and various other agencies. It should be noted that, because of the nature of most housing element required analyses, this study focuses on the City/incorporated portion of the Planning Area (7 of the 10 square miles), except where data for the unincorporated territory is available and readily presentable. (See Map 2 for City and County boundaries.)

This Housing Study, then, serves as the information/data and needs identification base for the Housing Element document, a companion volume that focuses on goals, objectives, policies, and programs. Thus, the Covina Housing Element is comprised of two documents.

2. Theory/Function of Housing in Planning Process

Housing first can be thought of as a basic human necessity. People of course depend on dwelling units for shelter and security, for their physical and mental well-being, for establishing a sense of belonging, and for making social contacts. However, in order for these general needs to be fulfilled, housing, among other things, must be available, must meet basic habitability standards and, for many households, must be affordable. Therefore, two key State housing policies direct local governments to make a reasonable effort to attain "decent housing and a suitable living environment for every California family" and to "facilitate the improvement and development of housing to make adequate provision for the housing needs of all economic segments."

In the general plan housing element process, the State ensures that cities and counties consider their present and future housing construction potential, availability, affordability, and structural adequacy to accommodate increases in population and employment and changes in demographics and to support and, where possible, enhance local economic vitality and social stability. In other words, the housing element, as stated in the preceding section, primarily serves as both the plan and process by which a local government addresses State as well regional housing statutes, goals, and policies and addresses and meets its special, unique housing needs. Moreover, the element functions as the framework for a city's overall housing programs/strategies and as a basis for making both short- and long-term decisions on housing-related matters.

The need for a good local housing strategy or housing element has never been greater than today when, according to 1990 Census figures, statewide median mortgage payments and rents rose, respectively, by 162% and 119% over the previous decade while median household incomes increased by only 96%. In Los

Angeles County, household incomes rose by 99% while mortgages rose by 184% and rents increased by 126%. These same trends have occurred in Covina. This means that households or families are spending greater proportions of their incomes on housing, a problem that is most burdensome on lower income residents and seniors with fixed incomes, who have fewer housing choices. Aside from affordability, other key challenges facing maturing suburban communities like Covina are an aging housing stock that warrants increasing maintenance, preservation, and improvement and changing demographic, economic, and social structures.

Moreover, because in most suburban cities residential developments are the predominant land use, communities understandably are concerned with the distribution of various dwelling unit types, the design of buildings, and the fiscal impacts of housing. All of these factors directly or indirectly relate back to the housing element. From a city's standpoint, then, the element is important not only to ensure that dwellings are available, structurally adequate, and, to the greatest degree possible, affordable but to guarantee that the overall condition of the residential structures would maintain community appearance, image, character, and economic viability as well.

The housing element generally is comprised of three sections:

1) an identification and assessment of housing resources, social and economic characteristics, needs, and constraints;

2) a statement of goals, objectives, and policies; and

3) a program for implementing the goals, objectives, and policies and for addressing identified housing needs and deficiencies.

The identified housing needs refer both to 1) groups that a city has determined to be particularly needy such as seniors or lower income small families and 2) economic segments identified in the Southern California Association of Government's (SCAG's) Regional Housing Needs Assessment (RHNA). The RHNA, which is intended to implement various State housing statutes and policies, lists what SCAG determines as cities' existing and future housing needs, both of which are supposed to be considered in the local housing element. "Existing housing needs" refers to the number of lower income households (those earning less than 80% of the County median, adjusted for household size) paying high percentages of their gross income towards housing (more than 30%). These households typically make up the greatest unmet need group. "Future housing needs" mean the number of new housing units for different income levels that would have to be added to the jurisdiction's housing stock to accommodate household growth, compensate for demolitions, and achieve a particular vacancy rate that will allow the area housing market to theoretically operate efficiently. Although State planning law requires a community to make a reasonable effort to accommodate the additional housing or plan for it by identifying sites, the law clearly states that when faced with physical or other constraints a city need only meet the maximum number of units that can be provided.

Thus, the RHNA numbers must be incorporated into the local housing element and, along with other needs analyses, they serve as the basis for housing programs. State statutes and guidelines place a major emphasis on programs because, more than any other part of a housing element, they serve to resolve unmet needs and deficiencies. The program emphasis is the reason why, for example, much of the Covina Housing Element update's meetings and discussions, which are discussed in Section "J" below, have centered on potential new proposals/measures relating to the redevelopment agency's low and moderate income housing program and why existing and new housing proposals probably will be the focus of the Housing Element public hearings. But for programs to be suitable for and viable to a community, they must be developed upon a foundation of an accurate identification of issues and a thorough analysis of housing-related data, which is the primary function of the Study. These processes are used to develop realistic goals, objectives, policies, and programs, which, as stated above, are presented in the second

volume, the Housing Element document.

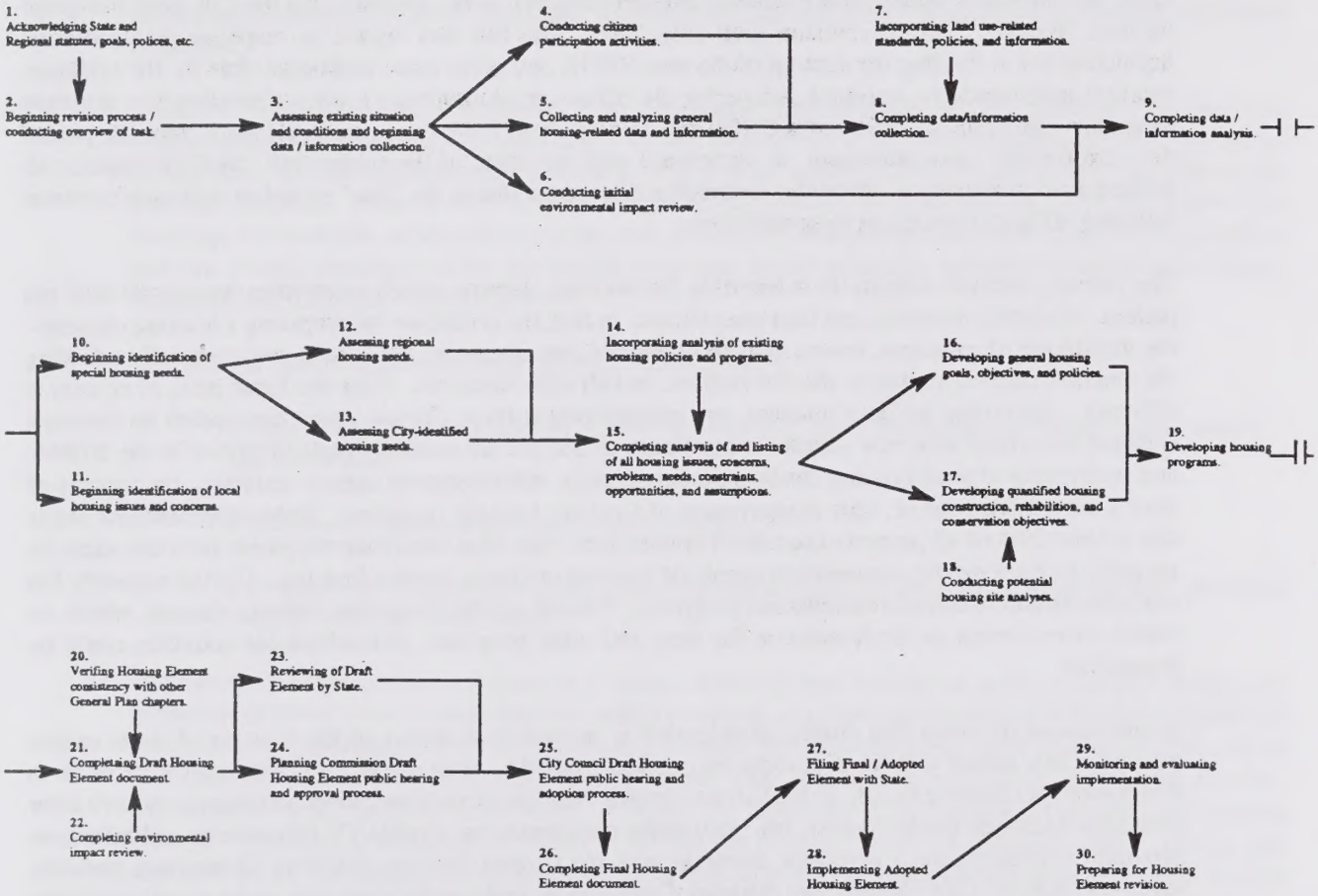
In accordance with State law, the overall Housing Element and subordinate RHNA processes generally operate on a 5-year timeframe, the current one running from July 1989 to June 1994. However, in October 1993, the Governor signed a bill extending this period by two years, meaning that the City need not adopt its next Housing Element revision until July 1996. The bill was signed in response to a previous legislative cut in funding for start-up of the next RHNA and gives cities additional time to, for example, evaluate administrative activities and policy directives and to implement any underutilized or dormant programs. So while this Element's RHNA runs through June 1994, the overall Element's planning period now expires two years afterward. In accordance with the intent of the subject bill, the City proposes to address any outstanding needs and/or underutilized programs during the "gap" period as well as to continue fulfilling all housing element responsibilities.

The housing element technically is based on the land use element, which establishes the overall land use pattern, residential densities, and land use policies. In fact, the procedure for preparing a housing element--the identifying of resources, issues, and constraints; of formulating general goals; and eventually selecting the one best plan--is similar to that for land use and all other elements. Only the focus here, of course, is different. According to State planning and redevelopment laws, Covina must now update its Housing Element to comply with new statutes and policies, to address the housing needs identified in the RHNA, and to properly expend housing funds generated through redevelopment agency activities, the monies of which, as indicated above, now support most of Covina's housing programs. Redevelopment law states that at least 20% of all property tax-related monies generated from local redevelopment activities must be set aside to improve the community's supply of low and moderate income housing. Covina currently has rent subsidy and structural rehabilitation programs. Without a valid, up-to-date housing element, which, as stated above, serves as the foundation for these and other programs, redevelopment activities could be jeopardized.

It also should be noted that citizen participation is an important aspect of the housing element update process. This means that local governments should elicit the views of all population segments so as to best identify all housing needs. In the Covina General Plan update program, local housing views have been ascertained through public forums, two community questionnaires, a cable TV commercial and interview program, various outreach activities, meetings with the Covina Housing Advisory Committee, periodic meetings with the City Council and Planning Commission, and consultation with various staff members and public agencies. Therefore, the City Planning Division (again, the author of this Study and the Housing Element) believes that the General Plan documents accurately represent all economic segments, City Council, Redevelopment Agency, and Planning Commission views, and overall community sentiment.

Lastly, because of the State's major emphasis on general plan-related housing issues, a draft housing element must be submitted to the State Housing and Community Development Department for review and comment prior to City adoption. Communities are required to consider the Housing Department's comments. If approving an Element that does not meet all RHNA needs or in a format that the Department feels does not meet the intent of State housing law, the community must make findings indicating why it believes the document is sufficient. Also, a final Housing Element must be filed with the Housing Department. Chart 1 on the following page illustrates the Housing Element preparation and approval process in terms of a flowchart:

CHART 1. HOUSING ELEMENT PREPARATION AND APPROVAL PROCESS



B. EXISTING HOUSING STOCK AND CONDITIONS

(Note: Regarding Sections "B1, 2, and 3" below, refer to appropriate portions of Land Use Study for information on the general history of development in the community, on land use arrangements, and for a detailed discussion of City, County, and planning area boundaries. Also, Maps 2, 3, and 4 of this Study illustrate the above boundaries and Covina areas/neighborhoods.

1. Number of Existing Housing Units and Unit Types

According to the Planning Division's most recently updated Land Use and Housing Inventory, the following dwelling unit counts existed on May 1, 1992:

TABLE 1. CITY DWELLING UNITS, 1992*

UNIT TYPE	NUMBER	COMPLEXES	PERCENT	RANK
a. Single-family detached	8,920	-	55.7	1
b. Condominium and townhouse	1,389	38	8.7	3
c. Apartment (all sizes)	5,162	515	32.2	2
d. Mobile home	513	5	3.2	4
e. Second unit	36	-	.2	5
	16,020	558	100.0	

f. Group home units or beds - 581 at 15 facilities.

*Note: The 1990 U.S. Census identified 16,110 regular dwelling units. The Planning Division's figures are believed to be accurate and, therefore, shall be the benchmark data for Housing and other General Plan Elements. The difference in figures may be due to the Census Bureau's inclusion of unlawful dwellings, such as garage conversions, in their official count.

TABLE 2. COUNTY DWELLING UNITS, 1992*

UNIT TYPE	NUMBER	COMPLEXES	PERCENT	RANK
a. Single-family detached	4,762	-	76.7	1
b. Condominium and townhouse	405	9	6.5	3
c. Apartment (all sizes)	716	16	11.5	2
d. Mobile home	317	3	5.1	4
e. Second unit	10	-	.2	5
	6,210	28	100.0	

f. Group home units or beds - 107 at 7 facilities.

TABLE 3. TOTAL PLANNING AREA DWELLING UNITS, 1992

UNIT TYPE	NUMBER	COMPLEXES	PERCENT	RANK
a. Single-family detached	13,682	-	61.6	1
b. Condominium and townhouse	1,794	47	8.1	3
c. Apartment (all sizes)	5,878	531	26.4	2
d. Mobile home	830	8	3.7	4
e. Second unit	46	-	.2	5
	22,230	586	100.0	

f. Group home units or beds - 687 at 22 facilities.

*Note: County unit counts (pertaining to Covina Unincorporated islands) are included for informational purposes but not discussed in detail below because the City is not required to develop programs for the County areas and because much of the Census data for the Unincorporated areas in question (block level figures) are not available as of this writing.

a. City territory analysis

The City's housing stock, as shown in Table 1 above, is well diversified. Although single-family detached residences constitute 55.7% of the dwelling unit total, over 44% of the housing stock is comprised of apartments, condominiums/townhouses, and mobile homes. And apartments, it should be noted, make up 32.2% of the 44% figure. In other words, approximately one-third of the City's housing stock is comprised of rental-oriented properties.

Covina's amount of housing has increased considerably over the years. Table 4 below illustrates decade to decade growth since 1940, the first Census in which this data was tabulated. Housing unit increases are based on two factors: 1) new development and 2) existing buildings from County annexations. For example, 1,850 of the 3,406 dwellings added between 1980 and 1992 (a little over 54% of the total) were from a major 1980 annexation that was not initially computed in the Census figures, a fact identified in a 1982 Southern California Association of Governments report. (The Census does not differentiate the factors behind decennial changes in local housing counts.) In Table 4, when comparing housing increases between any period, because there is no means to determine what percentages of the change are attributable to development and to annexations, the Planning Division, for simplicity, refers to the increase as a single "general growth/change" factor. This same approach is taken in discussing other housing-related issues below such as population and employment.

TABLE 4. COVINA HOUSING GROWTH

YEAR	SINGLE FAMILY DETACHED UNITS	ALL OTHER UNITS	TOTAL UNITS	% INCREASE OVER PREVIOUS DECADE
1940	864	296	1,160	-
1950	1,175	446	1,621	39.7
1960	5,589	1,026	6,615	308.1
1970	6,778	3,016	9,794	48.1
1980	7,875	4,739	12,614	28.8
1992	8,920	7,100	16,020	27.0

Table 4 underscores the tremendous growth that occurred during the '50s and '60s post war building boom. By current standards, a little over one-half of Covina's total dwelling units were added during this period.

Table 5 below illustrates how Covina's current percentage of non-single family detached housing (again, apartments, condominiums, townhouses, and mobile homes) compares to surrounding cities. Accompanying population figures also are shown. Data used for the other cities is the 1990 Census. (Unlike Tables 1 through 3, it was not possible here to distinguish apartments from condominiums/townhouses because, in terms of dwelling unit types, the Census classifies rentals together with condominiums/townhouses.)

TABLE 5. PERCENTAGE OF NON-SINGLE FAMILY DETACHED UNITS FOR COVINA AND SELECTED EAST SAN GABRIEL VALLEY CITIES, 1990

CITY	POPULATION	% APARTMENTS, CONDOS & TOWN-HOMES ONLY	% APARTMENTS, CONDOS, T.H.s, & MOBILE HOMES
Azusa	41,333	53.0	59.0
Baldwin Park	69,330	28.9	32.9
Claremont	32,503	25.0	26.0
COVINA	43,207	40.9	44.1
Diamond Bar	53,672	26.5	29.5
Duarte	20,688	35.1	39.4
Glendora	47,828	20.0	25.7
La Puente	36,955	31.4	33.2
La Verne	30,897	20.0	36.7
Pomona	131,723	34.2	40.2
San Dimas	32,397	28.8	37.9
Walnut	29,105	3.3	6.1
West Covina	96,086	33.6	35.5
Average	51,210	29.3	34.3

The above table underscores Covina's relatively high percentage of non-single-family detached housing or the fact that there are a variety of housing opportunities in the community. Of the twelve cities surveyed, Covina ranks second for both categories. Only Azusa has higher percentages. Covina's housing type mix has evolved over the years as a result of 1) many Planning Commission and City Council/Redevelopment Agency land use decisions that approved apartments and condominiums/townhouses; 2) annexation of apartment projects approved under Los Angeles County development rules; and 3) an existing General Plan that permitted and encouraged higher density developments in various areas.

City staff believe that the abundance of non-single-family detached housing should be considered, along with other factors, when responding to SCAG's RHNA figures. However, the situation does not point to any need for taking drastic measures such as severely limiting future apartment, condominium, or other developments. As shall be explained in Section "Da," regardless of the current dwelling unit mix, Covina is required to designate a reasonable number of sites for future multi-family development and, as mentioned in the Introduction, to attempt to provide for the housing needs of all economic segments.

Referring back to Covina's percentage breakdown of dwelling units (Table 1), it was noted that single-family detached units constitute 55.7% of the total. Typical Covina houses consist of 1950s through 1970s era 1,300 to 1,800 square foot ranch-style houses on 6,500 to 8,000 square foot lots. House and lot sizes in the hilly, southeastern part of the City (i.e., generally south of Puente and east of Grand) usually are a little larger. Single-family densities, then, for most parts of Covina range from 4 to 6 dwelling units per acre. Toward the southeast, there are several oak tree covered hillside neighborhoods with densities in the 1 to 3 range. However, since the '80s, because of rising land values, decreasing amounts of vacant land, and other factors described below, several "small lot" subdivisions, with lot sizes around 3,500 to 5,000 square feet, have been developed in various portions of the community. Such projects must be carefully reviewed to ensure viability.

Apartments, again, constitute almost one-third of the total. In the Study, apartments are classified as rental-oriented housing of all sizes--or everything from duplexes to multiple-family complexes with hundreds of units/apartments. However, most apartments are in the 3 to 50 unit range. Densities commonly run from 15 to 30 dwelling units per acre, though there are a few '60s and '70s era complexes over 33 and up to 40. Virtually all apartments in Covina are one and two story structures. Multiple-family areas and neighborhoods tend to reflect a "medium" density character.

Covina's condominium and townhouse complexes range in size from 3 to 108 units, though most complexes are in the 20 to 50 grouping and are two stories in height. Virtually all condominium and townhouse densities are between 11 and 15 units per acre. Therefore, the character of such developments is strictly medium density.

In addition, Covina's 5 mobile home parks (513 total dwellings) vary in size from 20 to 252 coaches, though 3 of the 5 have over 100 units. Most densities, then, are from 10 to 17 units per acre.

The City's 36 "second units" refer to 32 additional habitable dwellings on single-family lots and 4 units that are part of commercial developments. It is not known how many of these units are illegal and how many are nonconforming. Again, only staff-identified units are noted here. The actual number of illegal and nonconforming second units could be in the 100s. Because of various factors that are discussed later in this Study, the incidence of illegal units is believed to have increased in recent years and is likely to rise even more, therefore warranting City attention. Lastly, the 15 noted group home complexes are comprised of 5 nursing homes, 3 major/large group homes, and 7 small group homes.

b. County territory analysis

The unincorporated County or Sphere of Influence's housing stock is less diversified than that for the City in that almost 77% is comprised of single-family residences. The type and size of lots and homes are similar to City properties, and lot sizes also are often bigger in the hilly southeastern area. Thus, densities in the flat areas typically are 4-6 units per acre and around 0-3 units per acre in Covina Hills.

The County's 9 condominium and townhouse complexes range in size from 11 to 139 units. Densities vary from just over 9 to 31 units per acre, though most are between 16 and 22. Moreover, there are 16 apartment complexes, which vary from duplexes to 232 unit facilities, though most range from 10 to 100, and densities commonly are in the 15 to 30 segment. The character of these uses is similar to that in the City, but in some situations County densities are slightly higher.

In addition, there are 3 mobile home parks in the County with between 49 and 166 coaches; densities vary from 12 to around 24 units per acre. Lastly, Planning's Land Use Inventory identified 10 additional units on single-family detached lots. And the seven group home facilities are comprised of 1 major/large facility and 6 small group home places.

2. Location and Distribution of Unit Types

a. City territory analysis

Despite its abundance of non-single family detached housing types, Covina's overall prevailing character is low to medium density. Detached housing pervades in all areas of the City and generally fronts on local or collector streets, as opposed to the major avenues and boulevards. As stated in the preceding section, lot and house sizes typically are bigger in the southeast portion of the planning area. The single-family attached (again, condominium and townhouse) and apartment complexes generally are located in and around the downtown and in various areas such as the vicinity of Sunflower Avenue and Cienega Street and Covina Boulevard and Conwell Street and along stretches of San Bernardino Road. As stated in the previous section, virtually all apartments and condos/townhouses are one and two stories in height. Varying densities are not common to particular neighborhoods. Some condominiums/townhouses and/or apartments are located in areas with little or no linkages to similar developments, a matter that is addressed in the revised Land Use Plan and in the Housing Element policy and program sections. The five mobile home parks, four of which are located off of major streets, are situated throughout the community. The same description applies to Covina's group home facilities.

As detailed in the background Study of the Land Use Element, Covina is virtually all built-out; its land use network is well established. (However, there will be redevelopment of existing underutilized properties. This point is clarified in Sections "E7" and "F" below.) In the post World War II period, the City grew in a

manner typical of other suburban areas--horizontal separation between residential and non-residential districts. With very few exceptions, therefore, Covina does not have any mixed use arrangements (like multiple-family and commercial). However, the recent opening of a Metrolink Commuter Train station in and the continuing revitalization of the downtown/Town Center make this area particularly suitable for mixed uses. Regional agencies such as SCAG and the Metropolitan Transportation Authority (MTA) and South Coast Air Quality Management District (AQMD) currently advocate medium to high density housing and mixed uses around transportation terminals to reduce traffic congestion, air pollution, lost time and individual driver costs associated with single-occupant commutes. Thus, the City may wish to permit mixed use developments in this district to fulfill these regional environmental objectives as well as to promote additional local downtown vitality and stability. One strategy worthy of consideration, which has been frequently suggested to the City, is an "urban village" concept, whereby persons of all ages, particularly Metrolink-dependent working professionals, would live in attractive, functional multiple-family complexes built above commercial uses.

b. County territory analysis

The location and distribution of single-family detached residences is similar to the pattern established in the City. Specifically, this housing type pervades in all areas of the City, typically fronts on local or collector streets and, in the southeastern part of the planning area, is generally comprised of relatively large-size homes on big lots. Also, the condominium, townhouse, and apartment complexes are all situated in the two largest unincorporated areas, the northwest and northeast sections of the planning area. When comparing these developments to similar City buildings, it is apparent that a greater percentage of County structures are "isolated"--or conflict with adjacent land uses. Nevertheless, the prevailing character of the County residential areas, like the City, is low to medium density. Lastly, all three mobile home parks are located in the northeastern area.

3. Location of Special, Low and Moderate Income Housing Complexes

Low and moderate income housing is defined here as shelter that can be occupied by a household earning less than 80% of the County median family income, adjusted for household size, whereby the tenants pay no more than 30% of their gross monthly income on rent or mortgage payments (the general Federal affordability standard) and general rental complexes that are particularly suitable for lower income residents. The most current (1992) County median family income is $42,300. The provision of low and moderate income housing is one of the region's greatest needs, one of city planning's greatest challenges, and serves as a key indicator for evaluating how well Covina's housing needs are being met. (More on this topic is explained later in the Study.)

According to the Planning Division's housing research and analysis, low and moderate income or "affordable" housing in Covina consists of the following:

a. Mobile home parks (currently there are five in the City, as indicated above).

b. Various older market rate apartments in and around the downtown and elsewhere.

c. Specified apartment complexes that have rent restrictions or subsidies imposed as part of government program requirements.

d. Units in various apartments that have occupant based subsidies.

Listed below in alphabetical order are the "special" apartment complexes or facilities with specific or project-based rent restrictions and their respective program affiliations. (A more detailed discussion on the below mentioned housing programs can be found later in the Program Section of the Study.) Only City buildings are considered here.

a. **Cienega Garden Apartments, 1908-76 East Cienega Street, 180 units.**
Cienega Garden is a project-based HUD (Federal Department of Housing and Urban Development) Section 236 complex. Section 236 is a low interest mortgage program in which private owners, in return for the reduced interest rate, must maintain below market rate rents and restrict occupancy to low and moderate income households. Of the 168 units with reduced rental rates, approximately one-half are occupied by seniors and the other half by families.

b. **Covina Gardens Apartments, 200-04 West Rowland Street, 90 units.**
Covina Gardens is also privately owned and functions as a project-based Section 8 complex, meaning again that all households participate in the program. Every resident here is a senior citizen.

c. **Shadow Hills Apartments, 1400-28 North Grand Avenue, 216 units.**
This privately-owned facility is located in one of the City's Redevelopment areas and was built with Redevelopment assistance (through the Multifamily Housing Revenue Bond Program). As part of the redevelopment agreement, 44 of the units must be reserved for very low and low income families/persons.

d. **Village Green Apartments, 150-174 East Covina Boulevard, 140 units.**
Village Green is another privately-owned and Redevelopment-assisted apartment complex. Here, a below-market rate rental structure has been established for each unit, and all units are occupied by lower income senior citizens. On top of the already reduced rate, 61 very low income households (i.e., have incomes no greater than 50% of region) receive additional assistance through the Redevelopment Agency's rent subsidy program. (Again, the program is elaborated on later in Section "I.") Generally, the Agency pays a qualifying recipient the difference between their base rent and 30% of their monthly gross income. Also, 23 Village Green households receive Federal Section 8 assistance. To keep unit rents low, the Redevelopment Agency wrote down the entire land cost for this project.

In addition, 221 households at several other apartments and houses around the community receive the Section 8 assistance. Also, through its Low and Moderate Income Housing Program, the Redevelopment Agency subsidizes 26 very low income families at various residences other than Village Green and the cost for 8 beds at a City shelter for battered women (the Wings facility).

4. **Housing Stock Age and Structure Conditions**

a. **General information and facts**

The following table is a Planning Division estimate as to when Covina's identified 16,020 dwelling units were built/completed. The table is based on 1990 U.S. Census data and information on file with the City's Building and Planning Divisions.

TABLE 6. COVINA STRUCTURE AGES, 1992

YEAR BUILT	TOTAL UNITS	PERCENT
1990 to 5/92	163	1.0
1980 - 1989	2,240	14.0
1970 - 1979	2,225	13.9
1960 - 1969	4,054	25.3
1950 - 1959	6,340	39.6
1940 - 1949	422	2.6
1939 and before	576	3.6
	16,020	100.0

The data indicates that Covina's housing stock is relatively new (i.e., when compared to housing in other parts of the country), though maturing. Approximately two-thirds of the units were built during the '50s and '60s boom period. In fact, about 40% of Covina's housing went up in the '50s alone.

Housing construction continued in the 1970s and '80s but at lower rates, roughly 14% during both decades, because of decreasing amounts of developable, vacant land. The '70s and '80s also were periods when, for the first time, much of the development was comprised of apartments, townhouses, and condominiums. Besides the decreasing vacant land factor, these housing types proliferated because of rising land values, the growth-oriented, existing 1971 General Plan, changes in City Zoning, and greater City and public acceptance.

In terms of structure conditions, overall Covina's housing stock is sound. This assessment is based on City records and on observations from Covina's Planning and Building and Safety Divisions. However, because Covina's housing is aging and, in certain cases, not receiving adequate maintenance, because the percentage of owner-occupied residences has declined somewhat over the past two decades (from 63% in 1970 to 58% in 1990), and because of decreasing renter property respect and other societal factors, in recent years the incidence of identified structurally deteriorating properties, particularly older detached houses and apartments, has increased noticeably. Private property maintenance problems such as inadequate upkeep of building appearance and grounds have been on the rise too. Another likely factor behind these increasing problems, which are quantified in Table 7 below, is the frequent speculative turnover of rental properties, where in many cases rents will not support necessary maintenance expenses of owners.

In 1991, the above concerns prompted the Covina City Council to direct Community Development Department staff to prepare a series of ordinances pertaining to property maintenance, abatement of real property nuisances, apartment inspection, and real property records inspection. The purposes of the ordinances were to effectively and expeditiously abate property maintenance and structure problems and, therefore, improve overall community safety, image, and appearance and to educate the public on the importance and benefits of maintaining their properties. Moreover, the ordinances have been prepared in a manner that gives the City maximum leverage to achieve City Code compliance/problem abatement (e.g., the ability to fine affected properties owners and to impose liens on affected properties to pay for the abatement of violations). As of early 1993, the City was administering the property maintenance and abatement of real property nuisances ordinances.

Table 7 below illustrates the numbers of City- identified dwelling units deemed either "deteriorating" or "dilapidated." Generally, a deteriorating dwelling refers to cosmetic and/or minor to moderate structural problems, while a dilapidated housing unit means a residence with major structural and/or related problems that make the property unsafe for human occupation. (Refer to Table definitions for clarification.) The sources on which Table 7 is based are 1) information tabulated from the Planning Division's above noted Land Use and Housing Inventory (which generally identified the minor problems) and 2) City Building and Safely Division files and personnel, which generally pointed out the more serious structural deficiencies. It must also be noted that the categories are not mutually exclusive. In other words, a few of the deteriorating properties were subsequently deemed dilapidated.

TABLE 7. COVINA HOUSING PROBLEM NUMBERS, 1992

	DETERIORATING (1)	DILAPIDATED (2)
1. Single-family detached	112 homes	35 homes
2. Apartments	14 complexes	10 complexes (150 units)

(1) "Deteriorating" refers to cosmetic and/or apparent minor to moderate structural problems that were identified by Planning during fieldwork activities. A few of the deteriorating houses and apartments later were identified by City officials as dilapidated.

(2) "Dilapidated" means that a building has major structural, plumbing, electrical, and/or other problems, as identified by the City's Building and Safety Division, that make the property unsafe for human occupation. Dilapidated buildings also are considered "substandard," and they require major work or must be demolished. Regarding the dilapidated apartments, it should be noted that while all units of some complexes have problems, only a portion of the total units in other properties are in some way deficient. Only a handful of the identified dilapidated units required demolition.

Deteriorating and dilapidated structures/units are located in various areas, or, considering all code enforcement cases, the problem generally is not common to particular neighborhoods. Most of the buildings with major deficiencies were built in the '50s and '60s, when Building and Planning Codes were less stringent, and virtually all of the applicable single-family residences are rentals. While some violations have occurred, as previously stated, because of owner and/or tenant neglect, many problems have evolved because the property owners have been too old, weak, and/or poor to abate the deficiencies. Therefore, the City Redevelopment Agency has operated a rehabilitation program that seeks to assist lower income owner-occupants of single family houses, many of which are seniors, with various repairs. Refer to Section "I" for clarification.

Moreover, many code violations pertain to illegal units (e.g., dwellings created out of garages). Because of a combination of rising housing costs with, in some cases, decreasing wages, an influx of more lower income residents, and unscrupulous property owners, the problem has been on the rise in Covina as well as in many areas of southern California. As indicated in Table 1, Planning's Land Use Inventory identified 36 "second units," many of which are known to be illegal. (Some second units are legal/nonconforming, however.) The actual number of illegal dwelling units is not known but could be as high as 200.

The total number of dilapidated units identified in Table 7 (185) equates to 1.2% of the community's housing stock. This low percentage underscores the fact that, as stated above, Covina's housing overall is in fair to good condition. However, from a structural standpoint, Covina's housing stock is at crossroads in that the housing is aging (median year for units built is 1962) and in the future will require much upkeep and maintenance, or current problems will become more pervasive. Therefore, based on the revised Housing Element, the City/Redevelopment Agency should continue and, where possible, expand its code enforcement program to identify and abate as great a number of major housing nuisances and problems as possible. Because of the nature and extent of recent structural and related City Code violations, which, in the aggregate, tend to transcend traditional "planning" and "building and safety" purviews, as part of any expanded housing code enforcement effort, the City should attempt to better coordinate enforcement (and education) activities among several departments/divisions (e.g., including Police and Fire in the process). Also, the City may wish to focus code enforcement resources and efforts in any neighborhoods with notably high concentrations of identified violations/problems. Lastly, referring to the existing rehabilitation program, the City could consider to expand this strategy to cover apartments. (See Section "I" and the Housing Element document for clarification on this matter.)

b. Units without basic utility services

According to the Census, virtually all dwelling units have complete plumbing facilities. Only 27 units (.2% of the total), all of which are single-family detached residences, were identified as lacking complete plumbing. Therefore, this is not a major concern. Also, it should be noted, 186 housing units (1.2%) dispose of their sewage through septic tanks or cesspools, not public sewers, and 10 units have resulted to "other means" for meeting sewage disposal needs. This again is not a major planning/housing problem, though in the City Site Plan Review process (e.g., when additions are proposed), the community should continue to require that such deficient properties connect to public sewers.

5. Summary of Key Facts

a. As of May 1992, Covina had 16,020 total dwelling units. Between 1980 and 1990, the number of dwellings rose by 26.2%.

b. The City has a variety of dwelling unit types (only 55.7% of units are comprised of conventional "tract" housing), including apartments, condominiums/townhouses, and mobile homes.

c. Compared to surrounding communities, Covina's percentage "non-tract" housing (44.1%), or apartments, condominiums/townhouses, and mobile homes, is relatively high.

d. The County housing stock is less diversified than that for the City in that 76.7% of the units are detached houses.

e. About one-third of the City's dwelling units are apartments.

f. For the entire Covina area, single-family detached housing pervades in all sections and generally fronts on local or collector streets, whereas the apartments, condominiums/townhouses, and mobile homes generally are located in and around the downtown, in various pockets, and, in some cases, in isolated properties. Typical Covina houses consist of 1950s through 1970s era 1,300 to 1,800 square-foot ranch-style houses on 6,500 to 8,000 square-foot lots. But since the '80s, because of rising land values and other factors, single-family lot sizes have often been smaller, in the 3,500 to 5,000 range.

g. Although currently residential uses are generally horizontally separated from non-residential uses, the City may wish to adopt a mixed use/"urban village" strategy in the downtown to best exploit the recent opening of the Metrolink commuter train station and current revitalization activities, thus furthering the district's vitality and providing housing.

h. The County residential land use arrangements tend to be more haphazard than those within the City limits.

i. Overall, the prevailing character of the Covina area is low to medium density (between 5 and 20 dwelling units per acre).

j. Covina grew rapidly during the '50s and '60s era Post War building boom. Approximately two-thirds of Covina's housing was built during these decades.

k. Apartments and condominiums/townhouses first proliferated in the '70s and '80s, primarily because of land use intensification pressures associated with decreasing vacant, developable land and rising land values as well as the old, growth-oriented 1971 General Plan, upzoning activities, and greater City and public acceptance.

l. The City's various older market rate apartments and 4 below-market rental complexes serve an important affordable housing accommodation function.

m. Although Covina's housing stock overall is structurally sound, because of several factors, such as the general aging of the housing combined with inadequate maintenance, a declining number of owner-occupied residences, and decreasing renter property respect, in recent years the incidence of identified structural and property maintenance problems, particularly regarding older detached houses and apartments, has increased noticeably.

n. Illegally constructed dwelling units are on the rise too, the problem generally being a manifestation of socio-economic factors, rising poverty, and unscrupulous property owners.

o. Covina's deteriorated housing (112 homes and 14 apartment complexes) and dilapidated dwellings (20 homes and 150 units at 10 complexes) generally pervades in all parts of the community. The City has been able to abate many problems through an effective code enforcement process without resulting to demolition. The 185 identified dilapidated units, those with the most serious structural problems, equate to only 1.2% of the total housing stock, though this unfortunate condition could become much more pervasive.

p. From a communitywide standpoint, the structural and aesthetic integrity of Covina's housing is at a crossroads in that current building structure and property maintenance problems will be exacerbated in the future unless present City programmatic and other efforts, which focus on property owner/resident education as well as nuisance abatement, continue. Moreover, it appears in the City's best interest to expand the scope of its current code enforcement activities to abate as great a number of major housing nuisances and problems as possible, particularly from an effective intra-departmental standpoint.

q. Virtually all Covina dwellings have basic water and public sewer connections.

C. VITAL COMMUNITY CHARACTERISTICS AND TRENDS

This section presents and discusses figures, characteristics, and trends pertaining to the following Covina-related topics: population, households, employment, income, poverty, housing prices and costs, household economic statutes and housing overpayment, and educational achievement. The below facts and related information serve both to define Covina's character and to identify its housing needs and situation, which are important in shaping viable General Plan housing goals, objectives, policies, and programs. Unless otherwise indicated, the data or tables are based on the 1990 U.S. Census. A derived measure that is commonly employed by the Census Bureau and frequently used in the tables here is the "median" figure, which simply indicates that half of all numbers in a particular category are higher and half lower than the number in question. A median value often more accurately describes a distribution than the average or mean value because very high and/or very low values can distort the interpretation of data. A median value is usually lower than an average or mean value.

It should be noted that two types of questionnaires are used to collect data for the Census, a 100-percent questionnaire (or "short form") and a sample questionnaire (or "long form"). The short form contains general population and housing questions; the long form is comprised of the short form questions plus more detailed population, housing, income, employment, and other queries. Each household receives one of the two questionnaires. On average, about 5 in every 6 households receives the short form and approximately 1 in 6 households gets the latter.

1. Population Figures and Trends

Covina's official total 1990 Census population was 43,207. This figure is comprised of two components: a household population (or persons residing in standard dwelling units), 42,588, and a group quarters population (such as nursing home residents), 619. The latest population count, January 1992, which is based on the State Finance Department's annual report, is 43,442. And the household and group quarters populations are, respectively 42,863 and 579. Thus, the group quarters count is 1.3% of the total. (The reason this number is lower than the '90 estimation may be due to a Census overcount.)

Covina's 1990 population constitutes, respectively, 5.0% of the population of the East San Gabriel Valley (860,373), 2.6% of the entire San Gabriel Valley count (1,650,633), and 0.5% of the population of Los Angeles County (8,863,164). The following table illustrates Covina population increases over the last several decades:

TABLE 8. COVINA POPULATION GROWTH

YEAR	POPULATION	% INCREASE OVER PREVIOUS DECADE
1930	2,774	38.8
1940	3,049	9.9
1950	3,956	29.7
1960	20,124	408.7
1970	30,380	51.0
1980	33,751	11.1
1990	43,207	28.0
1992	43,442	(28.7 from 1980)

As stated in the Land Use Study, Covina was founded as and remained primarily a citrus growing and farming community until after World War II. The tremendous population surge or urbanization that took place in the 1950s occurred in most portions of the San Gabriel Valley. It is interesting to note that in the '80s Covina's rate of population increase was 28.0%, considerably greater than in the '70s (only 11.1%). Much of the relatively big '80s increase, as stated earlier, was due to the annexation of existing residential areas. For example, 5,473 of the 9,691 population growth that occurred between 1980 and 1992 (56.5%)

was attributed to a major 1980 annexation discussed in the "dwelling unit" section above. (Refer back to Section "B" for clarification as to how development- and annexation-related growth are considered in interpreting overall numerical increases.) The remainder was from medium density building activity that occurred because of favorable General Plan and Zoning standards, favorable tax and banking policies, and other factors.

Projecting Covina's population to 2000 and beyond is difficult because of several currently unknown variables: future market demand, future perceptions or continued desirability of Covina as place to live, commuting patterns, job growth in the area, the adopted land use plan and extent of implementation, and the type and rate of demographic, social, and economic changes. Despite the City being 98.5% built out, as identified in the Land Use Study and summarized below, moderate growth is expected over the next several years as Covina's few remaining vacant parcels are "infilled" and as underutilized properties are redeveloped into more intense uses. If adopted, the Land Use Study's proposed Land Use Plan, which is illustrated in Section "E7" below and constitutes the foundation for the Land Use Element, would target a theoretical build-out population of 49,815 (49,149 dwelling unit occupants and 666 group quarters residents) or a 14.7% increase over the current number of persons. The increases in the dwelling unit count and group quarters number would be, respectively, 14.7% and 15.0%. However, for reasons stated in Section "E7," the actual build-out figures likely will be less than capacity. (It should also be noted that although regional agencies such as SCAG every few years prepare city population projections, there were no up-to-date applicable figures as of this writing.)

In addition, local population facts are expanded upon below.

a. Age breakdown for all persons

TABLE 9. COVINA RESIDENT AGE BREAKDOWN, 1990

AGE GROUP	NUMBER OF PERSONS	PERCENT
0-17	10,896	25.2
18-24	4,812	11.1
25-64	22,989	53.2
65 & over	4,510	10.5
	43,207	100.0

Almost two-thirds of the population, then, is in their "employment years," ages 18-64, and 10.5% are age 65 and over. As is the case in many communities, Covina's population is aging. For example, during the '80s, the median age rose from 30.1 to 32.1 years. Also, in 1980 the percentage of persons ages 65 and over was 9.3%, as opposed to 10.4% for '90. (However, in many urban settings in California, the number of persons age 65 and older actually declined during the '80s because of a higher incidence of migration among retirement-age residents. For example, from 1980 to 1990, in the City of Los Angeles, the "over 65" population declined from 12.9% to 9.7%.)

Because much of the City's housing program evolves and may continue to evolve around the senior citizen population, the household types and respective relationships that make up this group is worthy of discussion and described below:

TABLE 10. HOUSEHOLD TYPES AND RELATIONSHIPS FOR PERSONS 65 AND OVER, 1990

HOUSEHOLD TYPE & RELATIONSHIP	NUMBER OF PERSONS	PERCENT
In Family Households:		
Householder	1,580	35.0
Spouse	828	18.4
Other Relatives	443	9.8
Nonrelatives	11	.2
In Nonfamily Households:		
Male Householder		
Living Alone	163	3.6
Not Living Alone	17	.4
Female Householder		
Living Alone	1,028	22.8
Not Living Alone	24	.5
Nonrelatives		
In Group Quarters:	398	8.9
	4,510	100.0

Note: "Householder" simply refers to the person identifying himself or herself as such on the Census form, as required by the Census Bureau, and the "spouse" is the married opposite, if present.

A key point of the above table is that over one-quarter of the senior citizen population lives alone. (In the following section, the senior citizen population is correlated with economic data, which clarify needs of this grouping.)

b. Race breakdown for all persons

TABLE 11. COVINA RACE BREAKDOWN, 1990

RACE	NUMBER	PERCENT
White	27,200	63.0
Latino	11,042	25.5
Asian	3,101	7.2
Black	1,641	3.8
American Indian	153	.3
Other	70	.2
	43,207	100.0

In the '80s, Covina became a much more ethnically diverse community, as the white population decreased by almost 20 percentage points (from 82.4% to 63.0%) and the Latino, Asian, and Black groups increased, respectively, by 12.8, 4.5, and 2.5 percentage points. The ethnic diversification, which is occurring throughout the San Gabriel Valley as well as in other areas of southern California, will continue over the next two decades as a result of general demographic shifts and of varying birth rates among the different racial groups. In many instances, these changes in racial composition will likely result in larger per unit households. (See the section on overcrowding, "D2" below, for clarification.)

2. Number of Families and Number and Type of Households

This information further defines the character of Covina's population and therefore is useful for planning and housing needs assessment purposes. The 1990 Census identified a total of 15,488 Covina households, which is broken down into family households (11,108) and nonfamily households (4,380). As stated in Section "C1," the total household population is 42,588, or 98.6% of the total Census-identified 1990 City population (43,207). The following table further brakes down Covina's family households:

TABLE 12. COVINA FAMILY HOUSEHOLDS, 1990

HOUSEHOLD TYPE	NUMBER OF HOUSEHOLDS	PERCENT
Married Couple Family:		
With Own Children	3,994	36.0
No Own Children	4,455	40.1
Other Family:		
Male Householder, No Wife Present		
With Own Children	271	2.4
No Own Children	488	4.4
Female Householder, No Husband Present		
With Own Children	1,099	9.9
No Own Children	801	7.2
	11,108	100.0

Compared to 1980, two relatively small though noteworthy changes stand out. One is that the percentage of family households (as a proportion of all households--both family and nonfamily, which is explained below) declined slightly, from 73.3% to 71.7%. Also, the percentage of single adult parents with children increased from 10.6% to 12.3%. Such changes indicate demographic and social shifts and have occurred, to various degrees, throughout the region.

Furthermore, Table 13 below indicates the non-family household types for the identified nonfamily households, which are households other than those discussed in Table 12. (Again, the Census Bureau requires each household that fills out a Census form to identify one "householder," a person "in charge of the household.")

TABLE 13. COVINA NONFAMILY HOUSEHOLD TYPES AND RELATIONSHIPS, 1990

HOUSEHOLD TYPE	NUMBER OF NONFAMILY HOUSEHOLDS	PERCENT
Male Householder:		
Living Alone	1,221	27.9
Not Living Alone	605	13.8
Female Householder:		
Living Alone	2,192	50.0
Not Living Alone	362	.3
	4,380	
Nonrelatives:	1,318	(persons)

From 1980 to 1990, the percentage of nonfamily households increased from 26.7% to 28.3%.

Moreover, Table 14 indicates the number of household types by age of householder.

TABLE 14. COVINA HOUSEHOLD TYPES BY AGE OF HOUSEHOLDER, 1990

HOUSEHOLDER AGE	NUMBER FAMILY HOUSEHOLDS	PERCENT	NUMBER NON-FAMILY HOUSEHOLDS	PERCENT
15-24 years	468	4.2	306	7.0
25-34 years	2,628	23.7	1,119	25.5
35-44 years	2,884	26.0	697	15.9
45-54 years	1,863	16.8	578	13.2
55-64 years	1,685	15.2	448	10.2
65-74 years	1,194	10.7	614	14.0
75+ years	386	3.4	618	14.2
	11,108	100.0	4,380	100.0

Thus, 58% of Covina family householders surveyed are in their "prime working years," 35 to 65.

Table 15 below illustrates the distribution of different household sizes.

TABLE 15. PERSONS IN HOUSEHOLDS, 1990

HOUSEHOLD SIZE	NUMBER OF PERSONS	PERCENT
1 Person	3,413	22.0
2 Person	4,813	31.1
3 Person	2,787	18.0
4 Person	2,410	15.6
5 Person	1,232	7.9
6 Person	489	3.2
7 or more Persons	344	2.2
	15,488	100.0

The data reveals that Covina's households are predominantly small to medium in size, with a little over one-fifth being 1-person, almost one-third being 2-person, and just over one-third being 3- and 4-person arrangements. For housing fund assistance purposes, the Federal Government classifies large, "needy" lower income households as those having 5 or more persons. Table 15 indicates that 13.3% of the City's households are at or above this threshold. In 1980, 12.8% of the households were at the threshold. (It should be noted that the '80 Census did not tabulate other "family size" categories.)

This final population-related table illustrates persons per household and persons per family averages for Covina and the surrounding communities.

TABLE 16. PERSONS PER HOUSEHOLD AND PERSONS PER FAMILY FOR COVINA AND SURROUNDING CITIES, 1990

	CITY	PERSONS PER HOUSEHOLD	RANK	PERSONS PER FAMILY	RANK
1.	Azusa	3.17	6	3.65	5
2.	Baldwin Park	4.13	2	4.33	2
3.	Claremont	2.68	12	3.13	13
4.	COVINA	2.74	11	3.22	12
5.	Diamond Bar	3.18	5	3.46	8
6.	Duarte	3.06	7	3.60	6
7.	Glendora	2.88	8	3.27	9
8.	La Puente	4.06	3	4.27	3
9.	La Verne	2.82	10	3.25	11
10.	Pomona	3.52	4	3.96	4
11.	San Dimas	2.86	9	3.26	10
12.	Walnut	4.25	1	4.48	1
13.	West Covina	3.18	5	3.51	7
	Average	3.27		3.65	
	L. A. County	2.91		3.51	

Relatively speaking, then, Covina has below average persons per household and persons per family figures for the area. And both numbers are below the respective County figures. This tends to indicate that dwelling unit overcrowding (which is defined and discussed in Section "D2") is not as serious in Covina as in surrounding communities. However, as stated and explored in Section "D2," in Covina, the problem did increase considerably in the '80s and will likely grow in the '90s. Therefore a policy response is warranted.

Tables 12 through 16 illustrate Covina's household characteristics and underscore the community's standing as a predominantly family-oriented locality with a variety of household types. As stated in the introduction above, the needs of all families and households must be considered in the Housing Element update, which is what the presentation of this information intends to achieve.

3. Employment Characteristics and Trends

Local employment, from the perspective of the General Plan Housing Element, can be discussed from two general standpoints. One is the occupations or industries in which community residents work; the other is the types of jobs themselves that compose a City's economy. Both sides are presented below.

The occupation and industry category breakdowns of employed Covina residents are given first. According to the 1990 Census, Covina had an employed civilian labor force of 22,173 (persons 16 years and over), up 28.6% over 1980. The following table indicates the occupational associations of the City's 22,173 resident workers:

TABLE 17. OCCUPATIONAL CHARACTERISTICS FOR EMPLOYED COVINA RESIDENTS, 1990

OCCUPATION	NUMBER	PERCENT
1. Managerial & Professional Specialty Occupations:		
Executive, Administrative, & Managerial	3,240	14.6
Professional Specialty	2,598	11.7
2. Technical, Sales & Administrative Support:		
Technicians & Related Support	814	3.7
Sales	3,098	14.0
Administrative Support, including Clerical	4,542	20.5
3. Service Occupations:		
Private Household	153	0.7
Protective Service	482	2.2
Service, except Protective & Household	1,596	7.2
4. Farming, Forestry, & Fishing Occupations	178	0.8
5. Precision Production, Craft, & Repair Occupations	2,584	11.7
6. Operators, Fabricators, & Laborers:		
Machine Operators, Assemblers & Inspectors	1,061	4.8
Transportation & Material Moving Occupations	1,032	4.7
Handlers, Equipment Cleaners, Helpers, & Laborers	795	3.6
Totals	22,173	100.0

The data indicates, among other things, that one-fifth of Covina's workers are employed in "clerical and administrative support" and that almost one-half work in this area plus executive, administrative, and managerial occupations and sales. The rest are employed in various areas. Covina's occupational base appears fairly well diversified, meaning that, relating to housing, City residents exercise demand for a variety of housing types.

This next table illustrates employment by industrial classification.

TABLE 18. INDUSTRIAL CLASSIFICATIONS FOR EMPLOYED COVINA RESIDENTS, 1990.

INDUSTRIAL CLASSIFICATION	NUMBER	PERCENT
1. Agriculture, Forestry & Fisheries	230	1.0
2. Mining	26	0.1
3. Construction	1,490	6.7
4. Manufacturing:		
Nondurable Goods	1,484	6.7
Durable Goods	2,439	11.0
5. Transportation	1,141	5.1
6. Communications & other Public Utilities	796	3.6
7. Wholesale Trade	1,350	6.0
8. Retail Trade	3,943	17.8
9. Finance, Insurance & Real Estate	1,910	8.6
10. Services:		
Business & Repair Services	1,086	4.9
Personal Services	626	2.8
Entertainment & Recreation	277	1.2
Professional & Related Services:		
Health Services	1,548	7.0
Educational Services	1,719	7.8
Other Professional & Related Services	1,258	5.7
11. Public Administration	850	3.8
Totals	22,173	100%

The top five groupings, then, are 1) services, 33.2%; 2) retail trade, 17.8%; 3) manufacturing, 17.7%; 4) finance, insurance and real estate, 8.6%; and 5) construction, 6.7%. It is interesting to note that 51.0% of the population is employed in services and retail trade, compared to 47.1% in 1980. Also, the percentage of jobs associated with manufacturing operations declined from 22.4% to the current 17.7%. These changes underscore the major structural shifts in southern California's economy that have occurred in recent years. The increase in the percentage of employment in various service, retail, and other areas also indicates the need for ample "affordable" housing in that employees in these sectors typically receive lower wages than manufacturing workers.

It should also be noted that 9,865 persons 16 years and over were considered "not in labor force," and the City had a 5.4% unemployment rate, meaning that 1,255 persons were out of work. An unemployment rate is an important descriptor because it can indicate the degree to which economic, social, housing, and other problems exist. The table below compares Covina's unemployment rate, civilian employment force, and key employment characteristics with surrounding cities and Los Angeles County:

TABLE 19. EMPLOYMENT CHARACTERISTICS FOR COVINA AND SURROUNDING CITIES, 1990

CITY	CIVILIAN LABOR FORCE - EMPLOYED	UNEMPLOYMENT RATE PERCENT	RETAIL EMPLOYMENT PERCENT	SERVICE EMPLOYMENT PERCENT	MANUFACTURING & WHOLESALE EMPLOYMENT PERCENT
1. Azusa	19,532	8.3	18.6	26.9	28.8
2. Baldwin Park	28,573	8.5	13.8	24.2	35.5
3. Claremont	16,648	4.2	12.8	52.0	15.7
4. COVINA	22,173	5.4	17.8	29.4	23.8
5. Diamond Bar	29,452	3.6	16.7	29.8	25.1
6. Duarte	9,546	6.4	11.6	32.3	26.2
7. Glendora	24,186	4.3	15.5	32.7	24.0
8. La Puente	15,750	9.4	16.9	25.8	34.6
9. La Verne	15,543	3.9	15.9	34.5	21.8
10. Pomona	55,571	9.1	15.4	27.7	30.9
11. San Dimas	17,408	3.4	15.5	32.5	21.3
12. Walnut	14,893	4.3	16.2	30.0	23.7
13. West Covina	47,727	5.2	16.2	29.8	24.4
Average	24,385	5.8	15.6	31.4	25.8
L. A. County	4.2 M	7.4	15.4	34.2	25.6

Compared to surrounding communities, Covina's employment characteristics rank as follows: unemployment rate, 6; percent retail employment, 2; percent service employment, 9; and percent manufacturing and wholesale employment, 9. The data indicates that unemployment in Covina is not a major problem and underscores the fact that the composition of the local workforce generally is diverse, inclusive of relatively high percentages of both retail and service workers, which, as stated earlier, often receive "average" to "low" wages and therefore raise housing needs challenges. Also, however, despite unemployment not being a serious Covina problem, the City's obligation or requirement to consider the housing needs of all economic segments means that technically Covina's policies and programs should reasonably address persons now unemployed, underemployed and, of course, retired, who are in need of various types of housing assistance.

The following table illustrates the other dimension to local employment, the number and types of jobs that exist in Covina. According to Planning's General Plan Questionnaire, one-quarter of the local residents also work in the City. Understanding the City's labor force ensures that the relationship between jobs and housing are considered in the General Plan update process, which, in turn, ensures the development of viable and realistic local housing policies, goals, objectives, and programs and ensures that the City's housing process will accommodate as many City workers as possible. (The relation between jobs and housing, from both local and regional standpoints, is discussed in more detail in Section "E4.")

In 1990, Covina's approximately 2,800 business employed, according to a recent SCAG Study, 27,762 workers. Employment by SCAG-designated industry categories is listed below:

TABLE 20. COVINA EMPLOYMENT BY INDUSTRY CATEGORIES, 1990, AS DOCUMENTED BY SCAG

	INDUSTRY TYPE	NUMBER OF WORKERS	PERCENT	RANK
1.	Agriculture	104	0.4	9
2.	Mining	0	-	-
3.	Construction	1,593	5.7	6
4.	Manufacturing	4,071	14.7	3
5.	Utilities	383	1.4	8
6.	Wholesale Trade	1,089	3.9	7
7.	Retail Trade	5,665	20.4	2
8.	Finance, Insurance & Real Estate	2,832	10.2	4
9.	Services	9,828	35.4	1
10.	Government	2,197	7.9	5
	Totals	27,762	100%	

Therefore, while over one-third of the local jobs are in the services sector, over 70% of the job opportunities consist of services plus retail trade and manufacturing. The City's employment structure, then, points to varying wages, and therefore the need/demand for a variety of housing types and for effective programs to assist those on the lower end of the wage scale.

It is also interesting to note that Covina's number of jobs (27,762) is about the same as the number persons between 18 and 64 (27,801, those in their prime working years) and greater than the total labor force figure (23,428, 22,173 of which are employed). This fact and other above information means that Covina is a balanced community in terms of the availability of jobs for its residents. And, as stated earlier, Planning's random questionnaire revealed that 25% of the inhabitants work in the City. In other words, despite maintaining a prominent residential appearance and character, Covina has a strong commercial and industrial base and therefore is not entirely a bedroom community. Again, the jobs-to-housing concept is clarified in Section "E5."

4. Income Characteristics and Trends

Income characteristics, such as median household and family incomes, and the percentage of persons below the poverty level, is another topic that cities must explore when updating a housing element. Income figures define a community's wealth, social climate, and general degree of expendable income for housing and other matters and, therefore, play a role in identifying housing needs and in shaping housing goals, objectives, policies, and programs.

a. General characteristics

Covina's median household and median family incomes are, respectively, $38,907 and $44,375. The relation of the figures' 1980s percentage increases to rises in housing costs underscores a key dimension of the region's housing problem: affordability. Specifically, in the City of Covina, while the median household income has risen 86.4% and the median family income rose by 81.1%, the median mortgage (including taxes and insurance costs) increased 174.1% (to $1,091) and the median rent has risen 118.1% (to $652). In other words, incomes have not kept pace with the costs of housing. This phenomenon has occurred statewide and is discussed further in Section "D3." In addition, Covina's per capita income, another figure that indicates overall community wealth and expendable income, is $16,259.

The following table compares Covina median family and household and per capita income figures with the surrounding communities:

TABLE 21. INCOME FIGURES FOR COVINA AND SELECTED EAST SAN GABRIEL VALLEY CITIES, 1989

CITY	MEDIAN HOUSEHOLD INCOME	MEDIAN FAMILY INCOME	PER CAPITA INCOME
1. Azusa	$31,889.00	$34,200.00	$11,038.00
2. Baldwin Park	$32,684.00	$33,029.00	$15,946.00
3. Claremont	$53,479.00	$62,203.00	$22,161.00
4. COVINA	$38,907.00	$44,375.00	$16,259.00
5. Diamond Bar	$60,651.00	$63,114.00	$21,497.00
6. Duarte	$37,695.00	$42,004.00	$14,103.00
7. Glendora	$46,116.00	$51,444.00	$18,573.00
8. La Puente	$33,273.00	$33,997.00	$17,312.00
9. La Verne	$46,587.00	$53,431.00	$18,622.00
10. Pomona	$32,132.00	$34,751.00	$10,728.00
11. San Dimas	$50,268.00	$55,790.00	$20,246.00
12. Walnut	$64,333.00	$64,866.00	$18,749.00
13. West Covina	$42,481.00	$46,081.00	$15,862.00
Average	$43,884.00	$47,637.00	$17,007.00
L. A. County	$34,965.00	$39,035.00	$16,149.00

Note: Generally, median family incomes are greater than median household incomes because families on average have more earners/workers than non-family households, of which the latter category includes. When the two figures are similar, this indicates many single earner families.

It will also be noted that Covina's mean household and family incomes, are, respectively, $44,649 and $49,614. For reasons stated in the beginning of this section, mean values generally are higher than medians.

Table 21 indicates that all Covina income figures are above County levels. Relating to the surrounding cities, Covina's median household income, median family income, and per capita income, interestingly, all rank eight out of the thirteen communities. The data, along with information presented in the following section and in other areas of the Housing Study (such as employment) again illustrates that Covina does have at least a moderate "housing needs" group.

Tables 22 and 23 below further clarify Covina's income characteristics by illustrating, respectively, mean household income by various income sources such as general salary and social security and mean household income by family type and the presence of children under 8 years. (Median figures were not computed by the Census.)

TABLE 22. NUMBER OF HOUSEHOLDS AND MEAN HOUSEHOLD INCOME BY INCOME SOURCE, 1989

	INCOME SOURCE	NUMBER OF HOUSEHOLDS	MEAN INCOME
1.	With Wage or Salary Income	12,707	$43,567
2.	No Wage or Salary Income	2,781	
3.	With Nonfarm Self-Employment Income	2,226	$19,838
4.	No Nonfarm Self-Employment Income	13,262	
5.	With Farm-Employment Income	83	$1,005
6.	No Farm-Employment Income	15,405	
7.	With Interest, Dividend, or Rental Income	5,911	$6,095
8.	No Interest, Dividend, or Rental Income	9,577	
9.	With Social Security Income	3,305	$8,023
10.	No Social Security Income	12,183	
11.	With Public Assistance Income	1,117	$5,654
12.	No Public Assistance Income	14,371	
13.	With Retirement Income	2,019	$9,579
14.	No Retirement Income	13,469	
15.	With Other Type of Income	1,159	$4,718
16.	No Other Type of Income	14,329	
	With Earnings	13,200	
	No Earnings	2,288	

Note: Earnings = wage or salary income + self-employed income

A noteworthy point pertaining to social security assistance is that, according to the local (West Covina) Social Security Administration office, in 1990 in the Covina area (Census Tracts 91722, 91723, and 91724) a total of 5,296 persons age 62 and over received retirement benefits. Although Social Security does not have City-only data, Planning estimates that 85% of the recipients, or approximately 4,500 individuals, reside within the municipal limits. (Refer to APPENDIX A.) Regarding public assistance income, another group that is generally "housing needy," the census identified 1,268 total persons as receiving public assistance, 854 of which are between the ages of 15 and 64 years of age and 414 of which are over 65. This means that twice as many non-senior citizens as seniors receive such assistance.

TABLE 23. MEAN FAMILY INCOME BY FAMILY TYPE AND PRESENCE OF CHILDREN UNDER 18 YEARS, 1989

FAMILY TYPE	MEAN INCOME
Married-Couple Family:	
With Own Children	$53,829
No Own Children	$56,011
Other Family:	
Male Householder, No Spouse:	
With Own Children	$35,049
No Own Children	$36,488
Female Householder, No Spouse:	
With Own Children	$29,268
No Own Children	$33,864

b. Number and percentage of households by income level

According to a 1992 SCAG report, which is based on 1990 Census data, Covina's households are broken down into the following income level groups:

TABLE 24. COVINA NUMBER AND PERCENTAGE OF HOUSEHOLDS BY INCOME LEVEL*, 1989

INCOME LEVEL	NUMBER OF HOUSEHOLDS	PERCENT
Very Low Income	2,717	17.5
Low Income	2,537	16.4
Moderate Income	3,175	20.5
High Income	7,060	45.6
Total	15,489	100.0

*Lowest to highest income levels are based on, respectively, 0-50%, 51-80%, 81-120%, and over 120% of the County median household income, which was $34,965.

Table 24 shows that two-thirds of the City's households are moderate and high income while the remaining third are very low or low income. Generally, the latter two groups require greater housing assistance, particularly those paying disproportionately high amounts of their income on housing, whether by rental subsidy, home improvement grant, or other means. So while Table 24 illustrates the overall economic status of Covina's households, which is essential in the goal, objective, and policy formulation process, households classified as "very low" and "low" that overpay for housing tend to serve as the focus of housing element programs. Section "D3" defines and discusses housing overpayment in detail.

Moreover, Table 24 contains the data on which SCAG prepares the "existing housing needs" portion of the Regional Housing Needs Assessment (RHNA). According to State general plan housing element law, all local governments must incorporate the RHNA's "existing" and "future" housing needs figures in the housing element. And the goals, objectives, policies, and programs, in turn, are supposed to be structured around the RHNA parameters. Refer to Section "D4" for clarification.

Table 25 below compares Covina's income level distribution with those for the surrounding communities.

TABLE 25. TOTAL NUMBER OF HOUSEHOLDS AND PERCENTAGE OF HOUSEHOLDS BY INCOME LEVEL FOR COVINA AND SURROUNDING COMMUNITIES, 1989

	CITY	TOTAL HOUSEHOLDS	% VERY LOW INCOME	% LOW INCOME	% MODERATE INCOME	% UPPER INCOME
1.	Azusa	12,525	24.0	18.8	23.2	33.9
2.	Baldwin Park	16,606	22.4	18.2	25.6	33.8
3.	Claremont	10,466	12.7	10.5	14.9	61.9
4.	COVINA	15,488	17.5	16.4	20.5	45.6
5.	Diamond Bar	16,886	6.2	5.9	14.8	73.2
6.	Duarte	6,545	20.5	13.6	22.7	43.3
7.	Glendora	16,343	13.3	11.6	19.6	55.5
8.	La Puente	9,075	23.6	17.5	23.2	35.7
9.	La Verne	10,843	15.8	12.3	16.5	55.3
10.	Pomona	36,566	25.7	17.8	20.7	35.8
11.	San Dimas	11,099	13.9	10.7	14.7	60.8
12.	Walnut	7,869	5.9	5.6	11.5	77.0
13.	West Covina	30,105	14.9	13.5	20.8	50.9
	Average	15,417	16.6	13.3	19.1	51.0
	L. A. County	2,994,343	24.3	16.0	19.0	40.8

Covina ranks 6th in the number of households and, from the "very low" to "upper" categories, ranks, respectively, 6th, 5th, 6th, and 8th. (Moreover, if the two lower and two upper categories were grouped together, then the "lower end" rank would be 6th (33.9%), and "upper end" rank would be 8th (66.1%). Area averages for a two-category scenario are 29.9% (lower income levels) and 70.1% (upper income levels). These data suggest that, when compared to surrounding cities, Covina has an average to slightly above average percentage of lower income households and an average to slightly below average proportion of upper income households. One component of the City's lower income households are persons who are below the poverty threshold. Poverty figures, which are of particular importance in the data identification and analysis process, are presented in the following section.

c. Percentages of persons and families below poverty level

A high poverty percentage indicates economic and social problems, which directly impact local housing and therefore constitute a key factor to consider when shaping a community's housing strategy. In 1991, the Federal Government classified the poverty threshold as a family of four earning under $13,924 a year. Different limits would apply to different size families. For a single person, the threshold is $6,932. The following table lists various poverty percentages for Covina and surrounding cities.

TABLE 26. PERCENTAGE OF PERSONS AND GROUPS BELOW POVERTY LEVEL, 1989

	CITY	PERSONS 18 & OVER	PERSONS 65 & OVER	ALL PERSONS	ALL FAMILIES
1.	Azusa	12.7	13.2	14.3	10.9
2.	Baldwin Park	13.3	11.1	15.7	12.8
3.	Claremont	5.5	3.6	5.3	2.2
4.	COVINA	6.7	6.6	7.6	5.3
5.	Diamond Bar	3.5	3.4	3.5	2.4
6.	Duarte	7.1	5.5	7.8	6.4
7.	Glendora	4.7	6.7	5.0	3.7
8.	La Puente	12.5	10.2	14.0	12.4
9.	La Verne	4.1	4.9	4.4	3.1
10.	Pomona	15.1	8.8	18.4	14.0
11.	San Dimas	5.2	8.3	5.4	4.7
12.	Walnut	4.3	4.2	4.1	3.2
13.	West Covina	6.7	4.8	7.7	5.7
	Average	7.8	7.0	8.7	6.7
	L. A. County	12.7	9.2	15.1	11.6

According to the data presented in the table, all Covina percentages are below those for the County. Relating Covina's figures to those for other communities, the City ranks sixth for "persons over 18" and seventh for all other categories. This means that Covina's overall incidence of poverty is average for the area.

In addition to the information presented in the above table, the following selected Covina poverty figures are presented:

TABLE 27. PERCENTAGE OF SELECTED COVINA HOUSEHOLD TYPES BELOW POVERTY LEVEL, 1989

HOUSEHOLD TYPES	NUMBER OF HOUSEHOLDS/ FAMILIES	PERCENT
1. All Households	1,009	6.5%
2. All Households Under 65	775	6.1%
3. All Households 65 and Over	234	8.3%
4. Married Couple Families With Related Children Under 18	488	8.4%
5. Married Couple Families With Related Children Under 5	284	11.2%
6. Female-Headed Families	331	17.4%
7. Female-Headed Families With Children Under 18	295	23.3%
8. Female-Headed Families With Children Under 5	160	42.8%

These numbers also underscore the fact that Covina family housing needs do exist. Perhaps the most interesting or unfortunate points regarding Table 25 is that almost one-quarter of the female-headed households with children are below the poverty level. And for the group comprised of female-headed families with children under 5, the percentage goes up to 42.8%. Generally, the above household types and many households that are slightly above the poverty threshold are in need of some type of housing assistance, or they represent a community's most needy groups. This table underscores the need for rent subsidies and other programs to address young families in addition to seniors. However, it is interesting and important to note that, overall, a greater percentage of senior than younger households fall into the poverty classification.

Table 28 further expands on the above household poverty figures by showing the absolute numbers of household types that fall above and below the poverty thresholds by householder age. (Again, a householder is the person completing a Census questionnaire.)

TABLE 28. POVERTY STATUS BY AGE OF HOUSEHOLDER BY HOUSEHOLD TYPE, 1989

	AGE OF HOUSEHOLDER			
	15 - 64	15 - 64	65 & ABOVE	65 & ABOVE
HOUSEHOLD TYPE	ABOVE POVERTY	BELOW POVERTY	ABOVE POVERTY	BELOW POVERTY
Married-Couple Family	6,975	186	1,256	32
Other Family:				
Male Householder, No Wife Present	677	29	46	7
Female Householder, No Husband Present	1,338	323	231	8
Nonfamily Households:				
Householder:				
Living Alone	2,051	171	1,004	187
Not Living Alone	860	66	41	0

Reflecting changing demographic, social, and economic structures and conditions that have occurred throughout the San Gabriel Valley, Covina's above poverty figures all have increased since 1980. These increases, which are and will continue to pose housing and other service challenges, are highlighted below:

TABLE 29. 1980-1990 PERCENTAGE INCREASE FOR BELOW POVERTY LEVEL FIGURES APPLICABLE TO SELECTED COVINA HOUSEHOLD TYPES

HOUSEHOLD TYPE	1980 PERCENT	1990 PERCENT	INCREASE IN PERCENTAGE
1. All persons	6.2	7.6	1.4
2. Persons 65 & older	6.4	6.6	0.2
3. All families	4.6	5.3	0.7
4. Families with children under 18	6.6	8.4	1.8
5. Female-headed households with children under 18	20.3	23.3	3.0

Table 29 points to a simple fact: in Covina, poverty rates have risen slightly in recent years. As stated above, much of this has been due to demographic, social, and economic changes occurring in the San Gabriel Valley. In fact, because of the 1990-92 national economic downtown, items 1-5 in Table 24 probably are higher today. For example, a 1992 Census Bureau report indicated that from 1990 to 1991, California's poverty rate rose from 13.9% to 15.7%. Part of this has been caused by the State's unemployment rate, which has been high throughout this period. (In fact, in August 1992, the rate rose to 9.8%, which was then a 9-year high.)

Moreover, an even worse situation for too many Los Angeles County households is homelessness. State general plan housing element statutes now require cities to identify their homeless populations, if existing, and to develop policies and programs that address the situation. Because homelessness has not been identified as a serious problem in Covina, the issue is not discussed here but presented in Section "D3" (general homeless needs assessment).

A perhaps more useful or meaningful statistic concerning housing affordability is the number of lower income residents paying what is considered disproportionately large amounts of monthly income toward

housing, which is elaborated on in the following sections.

5. Housing Prices and Costs

It is common knowledge that on average southern California housing is expensive when compared to other parts of the Country. According to the National Association of Realtors, for example, the 1991 Los Angeles County single-family home median sales price was $214,937, as opposed to $100,300 for the national average. The 1990 U.S. Census reached a similar conclusion. For Los Angeles County, which is of major interest here, the 1990 median home price was $226,400, a whopping 157% increase over the 1980 figure. Covina's 1990 median house cost was $201,300, up 134% from 1980 (then $86,000). Nationally, however, the median value rose only 68%, from $47,200 to $79,100. The following table lists median home costs for Covina and nearby cities plus the Los Angeles area counties:

TABLE 30. MEDIAN HOME COSTS FOR COVINA AREA CITIES AND LOS ANGELES AREA COUNTIES, 1990

	CITY/COUNTY	MEDIAN HOME COST	RANK
1.	Azusa	$151,880	11
2.	Baldwin Park	$149,700	12
3.	Claremont	$251,800	4
4.	COVINA	$201,300	7
5.	Diamond Bar	$271,500	2
6.	Duarte	$171,300	9
7.	Glendora	$231,000	5
8.	La Puente	$154,800	10
9.	La Verne	$253,200	3
10.	Pomona	$133,700	13
11.	San Dimas	$241,000	6
12.	Walnut	$320,100	1
13.	West Covina	$201,100	8
	Average	$210,183	
14.	Los Angeles County	$223,800	
15.	Ventura County	$245,300	
16.	Orange County	$252,700	
17.	San Bernardino County	$129,200	
18.	Riverside County	$139,100	
19.	San Diego County	$186,700	
20.	California State	$194,300	

Although Covina's median home cost is about $9,000 below the average for the selected cities, it must be noted that the relatively high figures for Walnut and Diamond Bar tend to skew the mean slightly. Nevertheless, the data does show that Covina's housing prices rank seventh in the area, meaning that the City has some housing affordable to, say, moderate income, "working couple" or first time buyers. Although the exact percentage of Covina families that can afford the average City home price is not known (nor is the data available for other cities) according to the California Association of Realtors, the 1992 overall "affordability" averages for Los Angeles County and the State are, respectively, 27% and 29%. Because, as explained in the section below, salaries have not increased as fast as housing costs, the above percentages have declined over the '80s.

Final housing price data presented below are City and County median single-family home and condo/townhouse sales prices, as published monthly in the Los Angeles Times. The information for the most recent months, which is based on zip codes, is listed in Table 31. (Although County properties are

included in the zip code areas, the data does closely reflect City housing prices.)

TABLE 31. MEDIAN SINGLE-FAMILY DETACHED AND CONDOMINIUM SALES PRICES FOR COVINA AND LOS ANGELES COUNTY DURING APRIL THROUGH JUNE 1992, AS REPORTED BY LOS ANGELES TIMES

SURVEY PERIOD	91722 AREA		91723 AREA		91724 AREA		CITY AREAS AVERAGE		L. A. COUNTY	
	MEDIAN SALES PRICE - DOLLAR AMOUNT									
	HOME	CONDO	HOME	CONDO	HOME	CONDO	HOME	CONDO	HOME	CONDO
APRIL	163,000	137,000	168,000	*	181,000	133,000	171,000	135,000	200,000	153,000
MAY	156,000	128,000	167,000	*	250,000	130,000	191,000	129,000	204,000	150,000
JUNE	167,000	105,000	*	*	185,000	123,000	176,000	114,000	196,000	157,000
AVERAGE	162,000	123,000	168,000	-	205,000	129,000	179,000	126,000	200,000	153,000

NOTE:* Data Not Available

Note: Refer to Map 5 for delineation of zip code boundaries. All sales prices are drawn from County records, which are based on sales of new and existing detached single-family homes and condominiums.

Therefore, based on median values, houses and condos/townhouses currently sell for, respectively, $179,000 and $126,000. Not surprisingly, housing prices are slightly higher in the 91724 area, which includes the large lot/large home, hilly southeastern area. This table also reaffirms that housing prices in Covina on average are less than the County average.

One noteworthy point, however, is that the current national economic downtown will lower housing prices in Covina and elsewhere in the San Gabriel Valley at least somewhat. For example, an August 1992 California Association of Realtors survey indicated that in the second quarter 1992, which generally is the strongest quarter for home buying, California housing prices dropped 3.5% over the previous quarter. Also, the southern California based-Real Estate Observer, which tracks home sales that have been reported to County Recorder's Offices, concluded that housing sales prices dipped 6.2% from July 1991 to the same month in 1992. Moreover, a comparison of the Table 31 City average sales prices with the same period for the previous year reveals that the home and condo figures fell by, respectively, 3.5% and 4.8%. Existing data suggests that by the end of 1992, home prices may have fallen between 10% and 15% over late 1991 figures.

Generally, housing prices are falling because of decreasing demand that has been spawned by layoffs in various sectors of the economy, particularly defense, aerospace, and manufacturing and goods-producing industries. In fact, a 1992 Urban Land Institute paper (ULI, which is an organization that performs real estate and land development research and prepares studies and reports for both the public and private sectors) stated that "in 1990-91, for the first time in its history, California exported more 30- to 45- year olds than moved in." It is not known exactly how much prices will fall in Covina, the focus of attention here, or how the City's housing market will be affected. On the one hand, the combined impact of lower prices and reduced interest rates and, for some, increasing wages could create purchasing opportunities for many persons such as first time buyers who otherwise would be priced out of the local market; on the other hand, increasing unemployment combined with, in many cases, decreasing income would hold the housing market down regardless of the overall lowering of prices. An identification of all short- and long-term effects of the current recession on Covina housing--and on the entire local economy for that matter--would require a detailed analysis that is beyond the scope of this Housing Study. The matter should be more closely studied through an implementation measure. (However, relating current socio-economic trends to the rental

section, in Section "D3a" below, it is statistically shown that, overall, lower income Covina renters could be benefiting by early 1990s increasing wages and stabilizing rents.)

Besides home prices, other key housing cost indicators are the monthly mortgage and rental costs that households pay. In Covina, the median monthly house and condo mortgage (which includes taxes, insurance, and homeowner association fees, if applicable) in 1990 was $1,091. Also, the median rent was $652. Compared to 1980, these figures constitute respective increases of 174% (median mortgage was $398) and 118% (median rent was $299). Monthly housing costs for surrounding cities are listed below.

TABLE 32. MEDIAN MONTHLY HOUSING COSTS FOR SELECTED EAST SAN GABRIEL VALLEY CITIES, 1990

	CITY	MEDIAN MORTGAGE	RANK	MEDIAN RENT	RANK
1.	Azusa	$960	11	$650	10
2.	Baldwin Park	$887	13	$648	11
3.	Claremont	$1,222	5	$702	6
4.	COVINA	$1,091	8	$652	9
5.	Diamond Bar	$1,491	2	$940	2
6.	Duarte	$1,073	9	$665	8
7.	Glendora	$1,130	6	$729	5
8.	La Puente	$900	12	$606	12
9.	La Verne	$1,357	3	$675	7
10.	Pomona	$1,009	10	$592	13
11.	San Dimas	$1,290	4	$745	3
12.	Walnut	$1,710	1	$979	1
13.	West Covina	$1,117	7	$733	4
	Average	$1,172		$717	
	L. A. County	$1,137		$626	
	State of Calif.	$1,077		$620	

The above "mortgage" and "rental" rankings are similar, which indicates, among other things, that all types of housing costs in a city are largely a function of a community's location, image, appearance, housing stock age, economy, social and income conditions and composition, and market demand. Also, there is, not surprisingly, a correlation in the rankings between Table 32 and Table 31 (single-family home prices).

Unfortunately, because in part of southern California and the State's rise in home prices and mortgage costs and because of the above mentioned sluggish growth in household incomes, California has the lowest rate of home ownership in the nation, 55.6%, as opposed to the entire U.S. average of 64.2%. Southern California's (the SCAG six-County region) owner occupancy rate was 54% and, interestingly, remained about the same throughout the '80s. However, part of the explanation of the State's relatively low home ownership percentage may be because California is the most urbanized state in the Country. Urban areas tend to have greater numbers of higher density/renter occupied housing than semi-urban or rural places. Housing tenure is discussed in Section "D4."

Table 32 shows that compared to other communities in the area and the County, Covina's housing prices are reasonable. Specifically, the median mortgage is below both the city area and County average figures; the median rent is below the area average and only slightly above that for Los Angeles County. Covina's respective rankings are 8th and 9th out of the 13 communities. What is perhaps most interesting here is that the City's median housing costs, notably rents, are relatively low despite the community maintaining a good image, appearance, and location, stable economy, and (at least as of 1992) respectable infrastructure and services. (In many cases, low to below average city rents indicate at least some community deterioration. Covina has not yet faced this condition, though as stated earlier, private property maintenance and housing code enforcement are major concerns.) Covina's various rental opportunities or apartments thus

serve as an important affordable housing resource for many existing and future households. "Rental opportunities" also refer, in some cases, to the City's mobile homes. As stated in Section "B1," apartments and mobile homes constitute, respectively, 32.2% and 3.2% of Covina's total dwelling unit count, which, again, together forge a percentage that is much higher than in many surrounding cities.

As indicated in Table 32, Covina's median rent is $652. Despite rising by 118% in the '80s, overall Covina's rental housing, again relatively speaking in terms of the San Gabriel Valley cities studied here, is considered reasonably affordable. By comparison, rents nationally rose by 89%, only to $374. Table 33 below clarifies Covina's median rent figure by showing the number of dwelling units that correspond to different payment ranges.

TABLE 33. RENTAL PAYMENTS FOR SELECTED COVINA RENTER-OCCUPIED HOUSING UNITS, 1990

RENT CATEGORY	NUMBER OF UNITS
$ 0 - $ 99	0
100 - 200	134
200 - 300	133
300 - 400	198
400 - 500	539
500 - 600	1,398
600 - 750	2,191
750 - 1,000	1,346
1,000 or more	463
No Cash Rent	91

Thus, while some (presumably long-time) households pay under $400 per month for rent, a great many pay over $600. It should be noted that this table and Table 34 below include the then-approximately 40 City-subsidized units and 250 Federally subsidized households that in 1990 would have received rental assistance.

Table 34 illustrates rental costs correlated with the number of bedrooms for the selected rental housing. (For clarification, Table 48 in Section "D1d" shows the number of dwelling units by apartment size/number of bedrooms.)

TABLE 34. RENTAL PAYMENTS FOR SELECTED COVINA RENTER-OCCUPIED HOUSING UNITS BY BEDROOM SIZE, 1990

NUMBER OF BEDROOMS & RENT	NUMBER OF UNITS
1. No Bedrooms	
Less than $200	10
200 - 299	0
300 - 499	108
500 - 749	251
750 - 999	26
1,000 or more	0
No Cash Rent	0
2. One Bedroom	
Less than $200	121
200 - 299	126
300 - 499	434
500 - 749	1,645
750 - 999	175
1,000 or more	30
No Cash Rent	16
3. Two Bedroom	
Less than $200	3
200 - 299	7
300 - 499	164
500 - 749	1,567
750 - 999	625
1,000 or more	72
No Cash Rent	50
4. Three or More Bedrooms	
Less than $200	0
200 - 299	0
300 - 499	31
500 - 749	126
750 - 999	520
1,000 or more	361
No Cash Rent	25

Another dimension to the price structure of housing are the actual developer costs associated with constructing dwelling units. This topic is presented in Section "E2."

Lastly, in terms of impacts of the current (1990 - 93) economic downturn on housing costs, the present trend of relatively low interest rates (facilitating refinancing) may have at least stabilized the City median monthly mortgage figure. Therefore, many (adequately employed) owner-households could be benefiting financially in this area. Regarding rents, as mentioned above and as illustrated below in Section "D3b" and in APPENDIX C, based on an in-house rental survey, the Planning Division determined that from 1990 to 1993 rents generally stabilized. This is shown to be particularly good for the lower-income segment. Refer to the appropriate areas for clarification.

6. Percentage of Persons Overpaying for Housing

The data in this section show the numbers and percentages of low and very low income households in Covina (again, households earning under 80% of the County median household income) that pay more than 30% of their gross monthly incomes on housing. The 30% income threshold is a measure of affordability that is commonly used by the Federal Government/HUD, SCAG, and other agencies. Although under State Redevelopment Law, "moderate" income--earning under 120% of the County median--are eligible for various types of housing assistance, the lower income or 80% threshold shall be the focus here because of its wide application and because, in the view of Covina personnel, it more accurately represents "needy" households.

This topic forges the previously discussed income and housing cost subjects into figures relating to lower income household housing cost overpayment, a key housing element issue and heavily considered in formulating goals, objectives, policies, and programs. As stated in the Introduction, from a housing standpoint, cities are concerned not only with very low and low income households, but those lower income households overpaying for housing. Housing overpayment for moderate and upper income households typically is not a local concern because upper income households have greater housing choices.

To put this topic into proper context, in 1990, a four person family earning less than $31,100 per year (roughly 80% of $38,900, the County median) that paid more than $778 a month on housing (roughly 30% of $2,592, the family's gross monthly income) would be considered spending a burdensome amount of their income on housing and therefore potentially eligible for rental subsidy or other type of assistance. Lower income housing overpayment means that applicable households have relatively little money after housing costs for necessities such as food, clothing, and perhaps health insurance and for other matters like entertainment, leisure activities, and automobile expenses.

Lower income housing overpayment data, like much of the information used in this Study, is tabulated by the Census Bureau, though published by SCAG in the "existing housing needs" portion of the Regional Housing Needs Assessment (RHNA) tables. Generally the RHNA, as mentioned in the Introduction and, which is formally presented in Section "D3", lists for each city the numbers of existing (in terms of lower income households overpaying for shelter) and future (in terms of new dwelling units that should be built to accommodate growth) housing needs that must be incorporated into the housing element text and should be fulfilled--or at least fulfilled to the greatest extent feasible--through various policies, plans, and programs.

Table 35 below shows the numbers and percentages of Covina lower (or very low and low) income households overpaying for housing, which are based on the '90 Census. It must noted that although the table provides the most up-to-date framework for discussing and making recommendations on lower income housing overpayment, the City currently is not obligated to incorporate the numbers into the Housing Element because the figures will be used in a future RHNA. Presently the City is only required to implement the "existing housing needs" numbers listed in the current/1988 RHNA. (The RHNA process is based on a five-year housing element implementation cycle, which presently runs through June 1994. But as previously stated, the City need not again update its overall Housing Element until 1996.) However, because the existing RHNA is based on extrapolations of old/1980 Census data, Planning believes it is important, if not essential, to list the most current figures to best identify and discuss the City's lower income housing overpayment situation and to most effectively guide the conceptualization of new or modified housing goals, objectives, policies, and programs. Moreover, considering these numbers now, which again are based on recent/1990 data, will facilitate revising the Housing Element in 1996, after an updated RHNA is officially presented to the City.

TABLE 35. NUMBERS AND PERCENTAGES OF COVINA LOWER INCOME HOUSEHOLDS PAYING MORE THAN 30% OF INCOME FOR SHELTER BASED ON LOS ANGELES COUNTY MEDIAN, 1989

	CATEGORY	NUMBER	PERCENT OF TOTAL/ ALL HOUSEHOLDS	PERCENT OF LOWER INCOME HOUSEHOLDS
1.	Total Households	15,488	-	-
2.	Total Lower Income Households	5,254	33.9	-
3.	All Lower Income Households Overpaying			
	a. Total	3,227	20.8	61.4
	b. Very Low	1,948	12.6	37.1
	c. Low	1,279	8.3	24.3
4.	Lower Income Owner Households Overpaying			
	a. Total	833	5.4	15.9
	b. Very Low	406	2.6	7.7
	c. Low	427	2.8	8.1
5.	Lower Income Renter Households Overpaying			
	a. Total	2,394	15.5	45.6
	b. Very Low	1,542	10.0	29.3
	c. Low	852	5.5	16.2

Some key points regarding the above data are as follows:

1. Over one-fifth of Covina's households both are lower income and overpay for housing. According to the 1988 RHNA (again, which is presented in Section "D4") this percentage was 16.7, meaning that in recent years the proportion of overpaying low income households has increased.

2. Sixty percent of all overpaying lower income households are very low income, the most needy segment, and almost eighty percent of the "overpaying very low" households are renters.

3. Overpaying lower income renters constitute 45% of all lower income households, and about three-quarters of all overpaying lower income households are renters.

4. Comparing the 1988 and proposed 1993 RHNA total owner and total renter overpayment figures, one finds that while the "owner percentage" increased from 4.3 to 5.4, the proportion of renters overpaying for housing rose from 12.4% to 15.5%. This means that over the past few years, again according to SCAG, low income housing overpayment has been on the rise slightly, particularly regarding renters.

Perhaps more than any other display or piece of information presented in this study, Table 35 and the accompanying analysis underscores the need for City officials to continue with and, where possible, expand existing rent subsidies and other housing programs. (Again, the discussion and analysis of housing programs is presented in Section "I" below.) However, in the housing program development/refinement process, because of funding limitations, needs must continue to be prioritized. Nevertheless, as stated earlier in the Study, the City is required, in accordance with various State planning and general public welfare statutes, to address as thoroughly as possible the housing needs of every economic segment. (It should be pointed out here that according to credible data sources and a particular Planning Division study, the problem of lower income housing overpayment in Covina theoretically may have been somewhat mitigated during the early '90s because of a documented combination of stabilizing rents and rising incomes. Refer to Section "D3a" (RHNA future needs) for clarification on this matter.

Table 36 and 37 below, which appear in Census printouts but are not used by SCAG, clarify and expand on what has been discussed in the above section by illustrating the numbers of, respectively, owners and renters at all income levels paying various percentages of their incomes on housing. It must be noted that although the tables do not show the data according to SCAG's lower income/80% of County median income threshold (approximately $31,100), the first three income categories closely relate to "lower income households."

TABLE 36. HOUSEHOLD INCOME IN 1989 BY SELECTED MONTHLY OWNER COSTS* AS A PERCENTAGE OF HOUSEHOLD INCOME, 1989

	PERCENTAGE OF INCOME					NOT	
HOUSEHOLD INCOME	0 - 19%	20 - 24%	25 - 29%	30 - 34%	35%+	COMPUTED	TOTAL
Less Than $10,000	33	16	23	22	137	20	251
$10,000 - $19,999	324	52	18	16	274	0	684
$20,000 - $34,999	653	114	85	71	536	0	1,459
$35,000 - $49,999	531	165	215	264	435	0	1,610
$50,000 Or More	2,192	679	605	284	279	0	4,039

*Note: Includes mortgage payments, taxes, insurance, and, if applicable, association fees.

TABLE 37. HOUSEHOLD INCOME IN 1989 BY GROSS RENT AS A PERCENTAGE OF HOUSEHOLD INCOME, 1989

	PERCENTAGE OF INCOME					NOT	
HOUSEHOLD INCOME	0 - 19%	20 - 24%	25 - 29%	30 - 34%	35%+	COMPUTED	TOTAL
Less Than $10,000	0	30	57	29	542	149	807
$10,000 - $19,999	30	49	50	59	1,087	31	1,306
$20,000 - $34,999	191	290	505	412	530	23	1,951
$35,000 - $49,999	572	359	214	105	40	0	1,290
$50,000 Or More	858	167	65	20	4	24	1,138

In terms of the lower income households, or generally households earning under $35,000, Tables 36 and 37 show, most importantly, again that a greater percentage of renters than owners pay more than 30% of their incomes on housing. In fact, both tables show that most of the "overpaying" lower income households, notably renters, are paying over 35% of their salaries toward shelter.

Table 38 below compares Covina "lower income housing overpayment" percentages with those for surrounding cities. All percentages are derived based on the respective community's total number of lower income households, which is also shown. (As stated earlier, not all lower income households pay disproportionately high percentages of their incomes on housing.)

TABLE 38. PERCENTAGE OF LOWER INCOME HOUSEHOLDS PAYING MORE THAN 30% OF INCOME FOR SHELTER BASED ON LOS ANGELES COUNTY MEDIAN, 1989

				PAYING MORE THAN 30% OF INCOMES ON HOUSING					
				LOWER INCOME OWNERS			LOWER INCOME RENTERS		
CITY	TOTAL HOUSEHOLDS	TOTAL LOWER INCOME HOUSEHOLDS	PERCENTAGE OF ALL HOUSEHOLDS	VERY LOW	LOW	TOTAL	VERY LOW	LOW	TOTAL
1. Azusa	12,525	5,365	42.8	6.0	7.0	13.0	34.4	14.9	49.3
2. Baldwin Park	16.606	6,746	40.6	10.2	12.2	22.4	29.9	13.4	43.3
3. Claremont	10,466	2,433	23.2	9.2	9.8	19.0	31.0	16.9	47.9
4. COVINA	15,488	5,254	33.9	7.7	8.1	15.8	29.3	16.2	45.5
5. Diamond Bar	16,886	2,042	12.1	23.1	25.2	48.3	11.2	18.7	29.9
6. Duarte	6,545	2,228	34.0	12.7	13.7	26.4	25.4	10.9	36.3
7. Glendora	16,343	4,073	24.9	14.2	11.1	25.3	21.8	13.5	35.3
8. La Puente	9,075	3,735	41.2	7.6	8.8	16.4	29.0	12.1	41.1
9. La Verne	10,843	3,050	28.1	8.4	7.9	16.3	18.8	10.5	29.3
10. Pomona	36,566	15,913	43.5	8.0	9.0	17.0	35.3	12.1	47.4
11. San Dimas	11,099	2,724	24.5	11.9	13.0	24.9	23.8	12.3	36.1
12. Walnut	7,869	906	11.5	23.8	34.5	58.3	13.6	7.5	21.1
13. West Covina	30,105	8,522	28.3	12.6	12.3	24.9	27.4	16.7	44.1
L. A. County	2,994	1,204	40.2	6.8	5.0	11.8	38.3	14.8	53.1
				COVINA'S RANKING					
	6	5	5	11	11	11	5	4	4

In terms of Covina's relation to the surrounding communities, Covina ranks eleventh on the "total owner" side and fourth on the "total renter" side, meaning that lower income rental overpayment is more common (despite Covina's median rent, as indicated above, appearing "reasonable"). Regarding all the communities, in every city except Diamond Bar and Walnut, the renters are paying proportionately more than the owners. (The reason Diamond Bar and Walnut deviate from the norm is believed to be that they are generally newly developed communities with most households paying current rate, high mortgages. Other cities have greater proportions of older/long-time owners with lower mortgages.) The high incidences of renter overpayment noted here are consistent with statewide data, where, according to the Census, 58.1% of the renters paid more than 25% of their incomes on housing, as opposed to just 40.5% for owners (and this does not include the additional tax advantages that further lower homeowner costs over renters. The statewide figures quoted here do, however, include households of all--not just lower--income levels.)

Much of this owner/renter housing overpayment disparity probably has evolved because on average owners tend to have higher incomes and tend to be less transient, meaning that many long-time owners would have relatively low mortgages. But despite California renters on average paying higher proportions of their income on housing, as stated in Section "C4," statewide in the '80s median mortgage payments jumped a great deal more than median rents. Also, the percentage of homeowners spending at least 25% of their income on housing costs (the 1980 threshold) grew faster than the percentage of renters. But for both owners and renters, household and family incomes did not keep pace with housing cost increases. These trends, which are most burdensome on lower income households because of their limited housing choices and other reasons, are illustrated in Tables 39 and 40 below.

TABLE 39. HOUSING COST AND INCOME PERCENTAGE INCREASES OVER 1980s FOR CALIFORNIA, LOS ANGELES COUNTY, AND CITY OF COVINA

	ENTITY	% INCREASE MEDIAN HOUSEHOLD INCOME	% INCREASE MEDIAN FAMILY INCOME	% INCREASE MEDIAN OWNER PAYMENT	% INCREASE MEDIAN RENTER PAYMENT
1.	California	96.0	88.3	162.0	119.0
2.	L. A. County	99.0	84.8	184.0	126.0
3.	City of Covina	86.4	81.1	174.0	118.0

TABLE 40. HOUSING COST OVERPAYMENT NUMBER AND PERCENTAGE INCREASES FROM 1983 TO 1989 FOR CALIFORNIA, LOS ANGELES COUNTY, AND CITY OF COVINA*

	LOWER INCOME HOUSEHOLDS PAYING OVER 30% OF INCOME FOR HOUSING						PERCENTAGE INCREASE		
	1983			1989					
ENTITY	TOTAL HOUSEHOLDS	OWNERS	RENTERS	TOTAL HOUSEHOLDS	OWNERS	RENTERS	TOTAL HOUSEHOLDS	OWNERS	RENTERS
1. California**	3,847,965	1,428,314	2,419,651	5,704,558	2,534,761	3,169,797	48.2	77.5	31.0
2. L. A. County	572,406	95,249	477,157	781,179	141,421	639,758	36.5	48.5	34.1
3. City of Covina	2,036	519	1,517	3,227	833	2,394	58.5	60.5	57.8

* Based on the 1983 Regional Housing Allocation Model and Draft 1993 Regional Housing Needs Assessment
** 1980 Data Used for 1983 Heading

In this table, it is interesting to note that both Covina category increases were 12 to 13 percentage points above those for the County, meaning that Covina had much higher increases in housing overpayment than the County as a whole.

Tables 39 and 40 clarify the data behind California's housing affordability problem. The tables show that the above discussed widening disparity between incomes and housing costs and the increasing percentage of lower income persons spending more than 30% of their incomes on shelter has generally affected the City of Covina, Los Angeles County, and the State to a similar degree.

Two noteworthy problems that have occurred in Covina and in many other Los Angeles area communities as a result of the above economic changes are an increase in dwelling unit overcrowding (which is discussed in detail in Section "D2") and the proliferation of illegally constructed dwelling units on single-family detached lots. Generally, overcrowding has increased because households, in response to economic realities, must live with one or more other households and because many of the recently arrived ethnic groups prefer to live in extended family arrangements. As stated in Section "B1," as part of Planning's Land Use and Housing Inventory, 36 "second units" in the City were identified, many of which are believed to have been constructed illegally (as opposed to legal non-conforming units), and the actual number of second units probably is over 100. Illegal dwelling units generally are created by either unscrupulous property owners profiting off of lower income renters' economic precariousness or otherwise law abiding residents who seek extra living space for extended family members. Homelessness is, of course, a related problem throughout greater Los Angeles, though, as explained in Section "E7," has not been identified as a big concern in Covina. Coping with the above and other housing concerns pose a major challenge for Covina and other San Gabriel Valley cities.

From a general planning standpoint, all the household, income, and overpayment figures and related problems presented here and throughout this Study point to the need to develop and implement viable and effective Housing Element policies, such as preserving and maintaining apartments and mobile homes, and programs, like prioritized rent subsidy measures and property rehabilitation activities. Perhaps most importantly, the City should commit itself to reasonably implement the housing strategy so that its housing-affordability problems could be resolved or mitigated to the greatest extent feasible.

7. Educational Achievement

Educational achievement is another population characteristic that defines a community's demographic and social make-up and therefore is included here. The following constitutes Covina's breakdown for educational attainment.

TABLE 41. EDUCATIONAL ATTAINMENT IN COVINA FOR PERSONS 18 AND OVER, 1990

ATTAINMENT LEVEL	PERSONS	PERCENT
Less than 9th grade	1,645	5.1
9th to 12th grade, no diploma	4,409	13.6
High school graduate	9,380	29.0
Some college, no degree	9,044	28.0
Associate degree	3,150	9.8
Bachelor's degree	3,109	9.6
Graduate or professional degree	1,574	4.9
Total	32,311	100%

Most of Covina's residents, then, have graduated from high school, just over half have completed at least some college, and about 15% have a bachelor's and/or graduate degree. Table 42 compares Covina's educational attainment with the surrounding communities. For purposes of the Housing Study, Planning believes that it is adequate to discuss this matter in terms of the percentages of the population age 25 and over that have a) graduated from high school and/or completed some college, and b) achieved a bachelor's degree and/or completed some graduate level work.

TABLE 42. EDUCATIONAL ATTAINMENT FOR COVINA AND SELECTED EAST SAN GABRIEL VALLEY CITIES

	CITY	LEVEL 1*	RANK	LEVEL 2**	RANK
1.	Azusa	67.2	10	12.1	11
2.	Baldwin Park	50.5	13	9.7	12
3.	Claremont	92.8	1	51.2	1
4.	COVINA	82.5	7	16.4	9
5.	Diamond Bar	90.6	2	37.0	2
6.	Duarte	73.4	9	22.3	6
7.	Glendora	83.7	6	22.2	7
8.	La Puente	50.6	12	7.5	13
9.	La Verne	84.6	5	27.1	4
10.	Pomona	59.6	11	13.1	10
11.	San Dimas	85.2	4	26.7	5
12.	Walnut	87.5	3	35.1	3
13.	West Covina	80.6	8	20.2	8
	Average	70.1		23.1	
	L. A. County	70.0		22.3	

* Refers to percent of population age 25 and over that have graduated from high school and/or completed some college.

** Refers to percent of population age 25 and over that have received a bachelor's degree and/or completed some graduate level work.

Covina ranks, respectively, seventh and ninth in the two categories. Also, although the City's "at least high school graduation" classification is considerably above both area average and County figures, the "at least college graduate" percentage is below the respective figures for these two groupings. However, it could be pointed out that the area average is somewhat skewed by Claremont's relatively high percentage.

One noteworthy point, which related to housing, is that there is a strong correlation among the rankings here and the household and family incomes and housing costs (Tables 21, 30, and 32). The households of a "well educated" community tend to have higher earnings than "lesser educated" places, which generally is reflected in community housing prices. (Of course, community location, image and appearance, market demand, and other factors influence the price of housing too. Also, educational attainment is interesting to identify and study for many purposes other than land use and housing--applications that Covina officials may pursue in the future.) Therefore, communities with above average educational attainment percentage---or the more affluent cities--tend to need less housing assistance than, say, cities with low high school completion figures. It is not surprising, then, that Covina's educational attainment and median income percentages are slightly below average. Again, the correlation here essentially illustrates that Covina does have housing needs that warrant addressing in the Housing Element update process.

8. Summary of Key Facts

a. Covina's January 1992 population was 43,442, which constituted 2.6% of the residents of the entire San Gabriel Valley. Between 1980 and 1990, the City's population rose by 28.0%, though over one-half of the increase was attributed to County annexations.

b. Almost two-thirds of Covina's population is between 18 and 64, the prime working years, and 10.5% are age 65 and over.

c. The City has a variety of household types, and over one-quarter of the senior citizen population lives alone.

d. In the '80s, Covina became a much more ethnically diverse community as the white population decreased by almost 20 percentage points (from 82.4% to 63.0%).

e. Comparing 1990 "household" figures to those for '80, the percentage of "family" households declined slightly, and the percentage of single parents with children rose a little. Covina remains, however, a predominantly family-oriented town.

f. Approximately 87% of all Covina households are small to medium in size--or comprised of 4 or less persons.

g. Although Covina has a relatively low person per household figure (2.74) when compared to surrounding cities, overcrowding in the community rose considerably in the '80s.

h. Slightly more than two-thirds of Covina's workers are employed in the services, retail trade, and manufacturing sectors.

i. During the '80s, the percentage of persons employed in services and retail trade declined from 51.0% to 47.1% and the proportion of manufacturing workers dropped from 22.4% to 17.7%, which means that household wages have dropped and points to increasing housing needs.

j. According to a Planning questionnaire, approximately one-quarter of Covina's residents also work in the City.

k. Despite maintaining a prominent residential appearance and character, Covina has a strong commercial and industrial base, which is indicative by there being about as many City jobs as persons between the ages of 18 and 64.

l. Covina's 1990 median household and median family incomes are, respectively, $38,907 and $44,375.

m. In the '80s, while the median household income rose by 86.4% and median family income increased by 81.1%, the median mortgage (including taxes and insurance costs) rose 174.1% (to $1,091) and median rent increased by 118.1% (to $652), meaning that incomes did not keep pace with housing costs. For many households, then, housing affordability has been strained.

n. Out of 13 surveyed east San Gabriel Valley communities, Covina's median household and family income figures rank eighth or slightly below average, which underscores the existence of at least some housing needs.

o. As of 1989, approximately two-thirds of the City's households were moderate and high income, while about one-third were very low or low income. When they pay disproportionately high percentages of their incomes on housing, very low and low income households generally constitute a community's greatest housing needs groups.

p. Covina's overall incidence of poverty is average for the east San Gabriel Valley, however the poverty rate is particularly high for female-headed families with children.

q. The City's 1990 median home cost, $201,300, ranks seventh out of twelve other east San Gabriel Valley cities surveyed, meaning that Covina does have some "reasonably" priced houses and condominiums/townhomes.

r. The City's 1990 median mortgage ($1,091) and median rent ($652) ranked, respectively, eighth and ninth among thirteen east San Gabriel Valley cities, which is another apparent indicator of relatively affordable housing in Covina, particularly regarding the rental sector.

s. Generally, Covina's many apartments and mobile homes, as illustrated by Census "rental" data, serve as an important source of affordable housing.

t. As of 1989, 20.8% of all households were lower income in status (incomes below 80% of County median) and were paying more than 30% of their incomes on housing (the typical affordability standard). Also, 60% of all overpaying lower income households were very low income, the most needy segment, and almost 80% of the "overpaying very low" households were renters.

u. The fact that housing overpayment increased in the '80s shows that the City should continue to support and, where possible, expand its rent subsidy and other housing programs.

v. In 1990, despite Covina renters on average paying higher proportions of their incomes on housing than in 1980, in the '80s the median mortgage payment jumped a great deal more than the median rent (174.1%, as opposed to 118.1%). This trend occurred throughout the State.

w. In Covina and elsewhere, two negative effects of the widened gap between wages and housing costs were overcrowding and illegally constructed dwelling units. However, one explanation for the proliferation of these problems is that more extended families, the living arrangement in which many incoming ethnic residents are accustomed, desire to live together.

x. For some lower income households, in the early '90s, the housing overpayment burden may have been at least somewhat alleviated because of lower interest rates, stabilizing rents, and rising incomes.

y. In terms of educational achievement, 82.5% of the population (persons 25 and over) graduated from high school and/or completed some college and 16.4% of the persons received a bachelor's degree and/or completed some graduate level work.

D. HOUSEHOLD CHARACTERISTICS

1. Tenure (Owner- and Renter-Occupied Dwelling Units)

a. General information

Tenure refers to whether an inhabited dwelling unit is owner- or renter- occupied and is another useful indicator used in defining a community's housing situation. In most suburban-type cities such as Covina, a majority of the single-family detached as well as condominium/townhome units are owner-occupied. And except for a few units with on-site owners, virtually all apartments tend to be renter-occupied. Also, mobile homes generally are owner-occupied. Mobile home occupants typically own their coaches and rent/lease the underlying space in their respective mobile home parks.

According to the most recent Census, in 1990, 58.1% of Covina's total dwelling units were owner-occupied and 41.9% were renter-occupied. The following table lists tenure percentages for single-family detached housing, condominiums (excluding townhomes), and mobile homes. Unfortunately, the Census does not list tenure information for what the City considers single-family attached (or all condominium and townhouse complexes) and apartment units.

TABLE 43. TENURE OF DIFFERENT HOUSING TYPES IN COVINA, 1990

HOUSING TYPE	PERCENT-OWNER OCCUPIED	PERCENT-RENTER OCCUPIED
1. Single-Family Detached	85.5	14.5
2. Condominium	75.8	24.2
3. Mobile Home	86.1	13.9
4. All Housing	58.1	41.9

Because of the tremendous amount of apartment construction that took place in the '80s and because of a rising incidence of single-family detached absentee ownership, in the previous decade, Covina became a more rental-oriented community, This change is illustrated in the table below:

TABLE 44. CHANGES IN COVINA TENURE PERCENTAGES DURING 1980s

		1980		1990	
		OWNER OCCUPIED	RENTER OCCUPIED	OWNER OCCUPIED	RENTER OCCUPIED
1.	All Housing Units	62.3	37.7	58.1	41.9
2.	Single-Family Detached	88.6	11.4	85.5	14.5

Moreover, the following table compares Covina tenure (all housing units) with surrounding cities and ranks the communities in order of the highest percentage of owner-occupied units.

TABLE 45. TENURE PERCENTAGES FOR COVINA AND SELECTED EAST SAN GABRIEL VALLEY CITIES, 1990

CITY	TOTAL DWELLING UNITS*	PERCENT-OWNER OCCUPIED	PERCENT-RENTER OCCUPIED	RANK OF HIGHEST O-O/ LOWEST R-O
Azusa	13,348	48.2	51.8	13
Baldwin Park	17,350	60.1	39.9	10
Claremont	10,947	69.8	30.2	6
COVINA	16,020	58.1	41.9	11
Diamond Bar	17,741	85.7	14.3	2
Duarte	6,847	69.3	30.7	7
Glendora	17,116	73.9	26.1	5
La Puente	9,479	60.9	39.1	9
La Verne	11,201	75.0	25.0	4
Pomona	38,928	57.4	42.6	12
San Dimas	11,724	76.2	23.8	3
Walnut	8,320	90.9	9.1	1
West Covina	31,283	66.7	33.3	8
Average	16,177	68.6	31.4	
Los Angeles County	3.2M	48.2	51.8	

*1992 Figures

Compared to similar, surrounding cities, then, Covina has a low ownership/high rental ratio. This is not surprising in that several previous sections of the Housing Study have identified and discussed Covina's relatively high number of apartment complexes. Although the City's "tenure situation" could be interpreted by some as symptomatic of resident transience and therefore community "instability," a high rental percentage underscores Covina's provision of various housing opportunities for all economic segments.

b. By persons per unit

In 1990, Covina had a persons per household ratio (which is similar to persons per occupied dwelling unit) of 2.74. The resident per unit ratio for owner- and renter- occupied housing units are, respectively, 2.90 and 2.53. Generally, owner-occupied housing units have higher ratios because they tend to be comprised of houses, condominiums, and townhouses, which, in turn, are more likely to be inhabited by families than apartments. Table 46 below compares Covina's tenure by persons per unit with the selected surrounding communities.

TABLE 46. TENURE BY PERSONS PER UNIT FOR COVINA AND SELECTED EAST SAN GABRIEL VALLEY CITIES, 1990

CITY	OWNER-OCCUPIED PERSONS PER DWELLING UNIT	RANK	RENTER-OCCUPIED PERSONS PER DWELLING UNIT	RANK
Azusa	3.10	8	3.24	5
Baldwin Park	4.06	2	4.25	1
Claremont	2.87	13	2.26	13
COVINA	2.90	11	2.53	12
Diamond Bar	3.21	6	2.97	7
Duarte	3.19	7	2.76	8
Glendora	2.96	9	2.65	9
La Puente	4.23	1	3.80	2
La Verne	2.89	12	2.62	11
Pomona	3.47	4	3.59	4
San Dimas	2.93	10	2.64	10
Walnut	3.71	3	3.71	3
West Covina	3.25	5	3.03	6
Average	3.29		3.08	
Los Angeles County	2.99		2.83	

Table 46 shows that both owner- and renter- occupied housing units in Covina tend to be inhabited by smaller numbers of persons than in surrounding cities. The data, then, points to Covina as not having major overcrowding problems. (However, as discussed in the following section, overcrowding does exist in Covina and has proliferated in recent years.) The fact that Covina's owner-occupied housing ratio is low may be indicative of a high incidence of aging couples with 1 or 2 children remaining and "empty nesters" (couples whose children have all moved out).

It was stated above that Covina's 1990 overall persons per household figure was 2.74 (as of this writing, the State Finance Department's 1992 estimate is 2.75). This was up slightly from 1980, when an average of 2.72 persons composed each household. The increase in the local average household size, though not significant, is consistent with what is occurring regionwide. In Los Angeles County, during the '80s the figure increased from 2.69 to 2.91. All southern California counties, in fact, had 1990 ratios that were greater than in 1980. This trend is attributed to big increases in the cost of housing plus structural changes in the regional economy (often having led to layoffs or resulting in persons working in low-wage retail and service sector jobs), which has forced many families, particularly lower income ones, to share single housing units and to Latino and Asian immigrants, who commonly live in extended family arrangements. The increase in persons per household sizes is directly related to the proliferation of dwelling unit overcrowding, which is discussed in Section "D2."

c. By age of householder

This section breaks down occupancy status by age, typically another noteworthy indicator of housing needs. Although the Census presents this information according to 7 age categories, for simplicity, the Study will present 3 groupings: 15 to 44 (young adult); 45 to 64 (middle age); and 65 and over (senior citizen).

TABLE 47. TENURE BY AGE OF HOUSEHOLDER FOR COVINA, 1990

AGE OF HOUSE-HOLDER IN OCCUPIED HOUSING UNIT	OWNER-OCCUPIED HOUSING UNITS	PERCENT OF TOTAL	RENTER-OCCUPIED HOUSING UNITS	PERCENT OF TOTAL
15 - 44	3,506	38.9	4,599	70.6
45 - 64	3,411	37.8	1,050	16.1
65 and over	2,103	23.3	862	13.3
Totals	9,020	100%	6,511	100%

Pertaining to the first two groups (15 - 64 age range), the data reveals a total of 6,917 "owner-headed" households and 5,649 "renter-occupied" householders. These two groups constitute the bulk of Covina's population, and the owner-to-renter ratio here (55%/45%) is thus close to the City's previously mentioned overall occupancy status percentages (58.1% owner-occupied to 41.9% renter-occupied). Interestingly, of the younger age group, there are more renters (4,599) than owners (3,506), a likely indicator of the difficulties often faced by potential first-time home buyers. Regarding the senior citizen population, it is interesting to note that 2,103 are homeowners and 862 are renters. Therefore, 71% of the senior households own their own properties, compared to 55% for the other two categories combined and 76% for the "45 to 64" grouping. Moreover, seniors headed 23% of the owner households and 13% of the renter households in the City. Although most senior households own their residences, this analysis does not take into account income/financial conditions. Thus, many senior owners are probably long-time residents who may be equity-rich though cash poor and therefore could be in need of property rehabilitation assistance. And certainly the needs the senior citizen renters, a portion of which, as stated below, are lower income and pay disproportionately high percentages of their incomes toward rent, should be considered as well. These facts underscore the need for the City to continue administering and, where possible, to expand existing rental subsidy and other housing programs. (Refer to Section "I.")

d. By persons in unit

Section "D1b" above stated that Covina's owner-occupied and renter-occupied persons per dwelling unit figures are, respectively, 2.90 and 2.53. The following table expands on this topic by showing the number of housing units that correspond to different occupancy sizes.

TABLE 48. TENURE BY PERSONS IN UNIT FOR COVINA, 1990

OCCUPANCY SIZE	NUMBER OF OWNER-OCCUPIED HOUSING UNITS	NUMBER OF RENTER-OCCUPIED HOUSING UNITS
1 Person	1,567	1,931
2 Persons	3,044	1,798
3 Persons	1,703	1,102
4 Persons	1,483	903
5 Persons	673	489
6 Persons	333	163
7 or More Persons	217	126
5 or more persons	1,223	777

Table 48 confirms that owner-occupied housing are more likely to have two or more persons per unit than rental dwellings. Also, the high "two-person owner-occupied" category probably is indicative of many "empty nesters." A "five or more" category is included in the table because various Federal housing statutes relating to rent subsidy and other programs define this occupancy size as the threshold for "large families." Programs are discussed in detail in Section "I" below.

e. **By number of bedrooms**

Table 49 shows the numbers of dwelling units by tenure, broken down according to unit size.

TABLE 49. TENURE BY BEDROOMS FOR COVINA, 1990

NUMBER OF BEDROOMS	NUMBER OF OWNER-OCCUPIED HOUSING UNITS	NUMBER OF RENTER-OCCUPIED HOUSING UNITS
No Bedrooms	0	395
1 Bedroom	413	2,550
2 Bedrooms	1,499	2,488
3 Bedrooms	5,209	857
4 Bedrooms	1,697	221
5 or More Bedrooms	189	0

Not surprisingly, Table 49 shows that owner-occupied housing units, which again generally are detached houses, condominiums, and townhomes, are larger than rentals, they commonly being apartments. Most owner-occupied residences are 3 or 4 bedrooms in size, while rental dwellings generally have 1 or 2 bedrooms.

2. **Overcrowding**

a. **General information, overall in City, and by tenure**

Overcrowding is another housing descriptor and, in significant amounts, indicates housing problems in a community. The Federal government defines overcrowding as an occupied housing unit with 1.01 or more persons per room (excluding bathrooms, laundryrooms, hallways, and garages). In Covina in 1990, according to the Census, 1,401 or 9.0% of the City's occupied dwelling units were overcrowded. The incidence of overcrowding is much higher in rentals. While 30.5% of the units (a total of 428) are owner-occupied, almost 70% (973 dwellings) are inhabited by renters. Or, 14.9% of all occupied rentals are considered overcrowded, but only 4.7% of the occupied owner-oriented units have high tenant counts. Because apartments comprise most of Covina's rental units, it is believed that a majority of the overcrowded rental-occupied dwellings are apartments.

The following table compares Covina's owner- and renter- occupied overcrowding percentages with surrounding communities:

TABLE 50. OWNER-OCCUPIED AND RENTER-OCCUPIED OVERCROWDING PERCENTAGES FOR COVINA AND SELECTED EAST SAN GABRIEL VALLEY CITIES, 1990

	CITY	PERCENT OWNER OCCUPIED UNITS OVERCROWDED	RANK	PERCENT RENTER OCCUPIED UNITS OVERCROWDED	RANK
1.	Azusa	11.0	5	29.2	4
2.	Baldwin Park	28.2	1	44.1	1
3.	Claremont	2.1	13	5.8	13
4.	COVINA	4.7	9	14.9	7
5.	Diamond Bar	5.5	8	10.1	10
6.	Duarte	11.7	4	20.6	5
7.	Glendora	4.5	10	10.0	11
8.	La Puente	26.0	2	36.1	2
9.	La Verne	2.3	12	10.7	9
10.	Pomona	16.2	3	34.5	3
11.	San Dimas	2.8	11	7.4	12
12.	Walnut	9.1	6	14.0	8
13.	West Covina	8.9	7	20.1	6
	Average	10.2		19.8	
	Los Angeles County	10.4		27.5	

When compared to surrounding cities, then, Covina's owner- and renter- occupied overcrowding figures are average. Not surprisingly, there appears to be a fairly strong correlation between the two rankings. This means that the demographic, economic, and social conditions and circumstances that are unique to a particular community typically affect its owner-occupied and rental housing to a similar degree. Comparing Table 50 with Table 46 (Tenure by Persons Per Unit), it is evident that generally cities with higher persons per unit figures also have greater incidences of overcrowding. However, although Covina has average overcrowding percentages, its persons per unit figures are on the low side. The reasons behind this noteworthy and unusual relation are not clear.

As stated in the discussion preceding Table 50, the 1990 total Covina "overcrowded percentage" was 9.0%. In 1980, the figure was 3.1%, meaning that the problem worsened over the decade--specifically by a whopping 300%. Table 51 below expands on these changes for owners and renters.

TABLE 51. COVINA PERCENTAGE CHANGES FOR OWNER-OCCUPIED AND RENTER-OCCUPIED HOUSING BETWEEN 1980 AND 1990

	1980		1990		
	NUMBER	PERCENTAGE OF ALL OWNER OR RENTER OCCUPIED UNITS	NUMBER	PERCENTAGE OF ALL OWNER OR RENTER OCCUPIED UNITS	ABSOLUTE PERCENTAGE INCREASE
Owner-Occupied Overcrowded	177	2.3	428	4.7	141.8
Renter-Occupied Overcrowded	173	3.8	973	14.9	462.4
All Housing Units Overcrowded	350	3.1	1,401	9.0	300.3

The increase, therefore, has been most dramatic in the rental sector. As expected, this trend is not unique to Covina. In all of Los Angeles County, for example, total overcrowding during the '80s surged by 88%. (The percentage of overcrowded owner-occupied units increased from 6.6% of the total to 10.4%; the proportion of overcrowded renter-occupied units rose from 15.5% to 27.5%.) The Census revealed that almost one in five County occupied housing units were overcrowded. And this problem does not reflect an estimated 40,000 households (countywide) living in illegally converted garages and other accessory structures and approximately 48,000 homeless persons.

In the '80s, Covina and other communities experienced big increases in overcrowding because of various factors such as changing demographic and cultural trends and the combination of significant jumps in housing costs and declining wages (often a result of structural shifts in the regional economy). Refer back to Section "D1b" for the discussion on this latter reason. Generally, as housing costs rose and many renters became unemployed or underemployed, they could not continue paying rent, and therefore found themselves teaming up with other households. Regarding the cultural shift factor, many Latino and Asian households, the number of which grew tremendously in Covina during the previous decade, live according to extended family arrangements. On the other hand, some may attribute overcrowding increases to an inability of the housing construction market to function efficiently--or the fact that in many areas housing development, because of "NIMBYISM" and other factors, has not kept pace with population increases. For example, in the '80s in Los Angeles County, while the population increased by 18.5, the number of housing units rose by only 10.8%. This trend has occurred, to varying degrees, in many parts of the County. In fact, some cities in southeast Los Angeles County that had major population gains actually lost dwelling units. However, Covina's 1980s growth illustrates that the proliferation of overcrowded units is not attributable to market forces alone. Specifically, although the City's overcrowding rose by over 300%, between 1980 and '92, the percentage increase in housing construction (27.0%--this figure is exclusive of a major County annexation) generally matched the local ("nonannexation-related") rise in population (28.7%).

Regardless of its exact causes, overcrowding is not only a serious housing problem but a health and safety concern that warrants attention in the General Plan update process. If left unchecked, overcrowding, particularly when coexistent with declining private property conditions (Section "B4"), could lead to a deteriorating community appearance and image and to infrastructure and service deficiencies. For these reasons and because up to this point Covina has not had a strategy for confronting the problem, appropriate "overcrowding mitigation" goals, objectives, policies, and programs will be incorporated into the Housing Element document. However, the City will have to act legally and exercise good judgement in this area, as recent court case decisions have imposed at least some constraints on local governments' ability to regulate the maximum number of persons that may reside in a dwelling unit.

b. By year structure built and location

The Census revealed that all but 47 of the 1,401 identified overcrowded units were constructed after 1940. The 47 pre-1940 units predominantly are wood frame, single-family homes, though a few are of stucco composition. The remainder or a majority of the units, then, were built after 1940. (Unfortunately, the Census does not get any more specific.) It is believed that overcrowding exists in dwelling units of all ages, though is most common in older and less expensive structures. The focus of the problem, then, probably is the housing built between 1940 and 1970.

Regarding location, currently it is difficult to pinpoint exactly where the overcrowded housing is located because, as of this writing, Census Block and Tract housing data is not available. However, inasmuch as a higher proportion of apartments than houses are overcrowded, it is assumed that a majority of the overcrowded units are in and around the downtown and in other districts where multiple family housing prevail. "Owner-occupied" overcrowding probably exists all over the City.

3. Existing and Future General and Special Housing Needs

a. According to Regional Housing Needs Assessment (RHNA)

1) General information

State planning law requires local governments in the housing element update process to address what is called their share of the regional housing need. The local government share of the regional housing need consists of various housing-related figures listed in SCAG's Regional Housing Needs Assessment (RHNA), one of four SCAG regional planning documents. Generally, the RHNA is based on SCAG's Growth Management Plan (GMP) and serves as a housing needs accommodation tool for the agency's overall growth management efforts. For clarification on SCAG reports, refer to Section "J" of the Land Use Background Study.

The basic purposes of the RHNA are to require local governments to address their present housing priorities and to ensure that all future economic segments can be accommodated by planning for all types of housing growth, thereby facilitating the implementation of local, regional and State housing goals and policies. State housing law calls for councils of government or SCAG-type regional planning organizations to prepare, subject to State Department of Housing and Community Development (HCD) approval, what are documented as existing and future housing needs for all local governments within their respective areas, and the cities and counties must, in turn, incorporate both sets of numbers in their housing elements as a basis for housing needs analyses. The State understandably has an interest in insuring local RHNA implementation because, as explained in the Introduction above, City and County actions and programs are the primary vehicle for California housing goal and policy realization. Two ways that the State monitors local housing element activities are by reviewing draft and adopted elements (however, their comments are advisory to cities) and by reviewing local governments' required annual reports to their respective legislative bodies on the status of overall general plan and RHNA fulfillment or housing element implementation.

As stated above, RHNA figures are divided into two components: existing needs and future needs. Existing needs refer to households with incomes of 80% or less of the County median income and paying more than 30% of that income toward a house payment or rent. (This is the same criteria that determines HUD Section 8 rental housing assistance eligibility.) Local governments must address their identified existing needy households through appropriate policies and programs such as rent subsidies and property rehabilitation. Future needs, on the other hand, mean the number of dwelling units that should be added to a locality's housing stock to accommodate population growth, to meet vacancy rate goals, and to compensate for anticipated demolitions. In order for the needs of all economic segments to be addressed, the housing unit "target" is broken down according to the standard four economic groups (very low, low, moderate, and high income). The intent here is to ensure that a community plans for or attempts to accommodate a variety of dwelling units--in other words, new housing that theoretically would be affordable to persons of all income levels. A new unit's rent or mortgage, as stated in Section "C" above, determines to which income group the unit is assigned. In computing future housing needs or the distribution of regional housing needs to cities and counties within its jurisdiction, SCAG considers a State-prescribed criteria, which includes market demand for housing, employment opportunities, availability of suitable sites and public facilities, commuting patterns, and type and tenure of housing need. Also, the distribution must seek to avoid further "impaction" of jurisdictions with relatively high proportions of lower income households. (In fact, reducing lower income impaction is stated throughout the RHNA as an important function.) The existing housing needs, on the other hand, are based on 1980 Census data, with adjustments for population growth.

According to the RHNA, future needs numbers, the regional housing document's focus, are defined as "an identification of regional housing need and an allocation of it by jurisdiction," not as development quotas. This means that although a community must make a reasonable effort to accommodate the additional housing by planning for it or identifying adequate sites, where "future needs exceed resources" or where the number of constructed dwelling units pertaining to one or more income groups falls short of the RHNA target(s) because of physical constraints, infrastructure or service unavailability, economic/market

conditions, or other factors, the City may legally accept the actual number of units that are built. In a nutshell, Covina must plan for but is not required to meet its RHNA targets. Therefore, as stated above, while a key purpose of the Housing Element process is to assist both RHNA-identified future as well as existing housing needs, State housing law recognizes that cities will have various controllable and uncontrollable constraints that preclude fulfillment of RHNA numbers.

The RHNA implementation timeframe is 5 years, generally conterminous with the HCD-directed general housing element preparation and follow-through cycle. The current housing element cycle began July 1989 and originally was to run until June 1994. Section "D3a2" below lists Covina's RHNA existing and future housing needs and describes how well implementation has proceeded. However, as stated in the Introduction to this Study above, in October 1993 the Governor signed a bill extending the current general housing element implementation period by two years to June 1996 (in response to a previous Legislative cut in funding for start-up of the revised RHNA.) Because this bill technically does not affect the RHNA timeframe and because the legislation was approved at the eleventh hour of Covina's housing element preparation process, the City's below "future needs" strategy is based on the original 1989 to 1994 period. In accordance with the Legislature's intent, during the two-year "gap" period, the City will continue implementing its Element and will address any unmet RHNA and/or other needs and address any underutilized or dormant policies or programs.

Finally, the RHNA emphasizes that in addressing future housing needs a city cannot use any growth management programs as grounds for not meeting its fair share allocation and must look beyond existing zoning density limits when planning for accommodating the subject numbers. This will not be a problem for Covina because currently there are no development ceilings and, in accordance with State housing law, the community's below mentioned RHNA strategy absorbs the entire housing allocation by both acknowledging what has been built since July 1989 (the beginning of the current RHNA period) and by planning to deal with outstanding deficiencies or showing how the deficient dwelling unit income categories could be made up through development on various now-vacant or underutilized sites. Again, despite the importance of community implementation of the RHNA in meeting local, regional, and State housing goals, the law gives cities relief from meeting their future housing development obligation when "needs exceed resources." (This point is clarified below.) Also, although HCD must review both draft and adopted housing elements, their comments are advisory only. (However, if HCD determines that a local housing element does not comply with State housing element law, then the community in question could have greater difficulty qualifying for State housing-related programs.) Nevertheless, Covina, as stated earlier, must and will attempt to meet all RHNA targets and meet its special housing challenges to the greatest extent possible and have a legally sound Element. Failure to follow through in this manner could result in State Attorney General- or private party-initiated litigation, which would be detrimental to both the City and the Redevelopment Agency from a variety of standpoints, such as a potential loss of Agency-generated housing funds. Thus, existing and potential City and Redevelopment housing programs and efforts could be greatly impacted.

2) Identified housing needs

As stated in the previous section, the City is required to fulfill its RHNA existing and future housing needs. These needs are discussed below:

a) Existing needs

Again, existing needs are defined as very low income (earning 0%-50% of County median family income) and low income (earning 51%-80% of County median family income) households paying more than 30% of their incomes towards a mortgage or rent. Such households generally require some type of housing payment subsidy, a common function of local and HUD (Federal government) housing programs. Although the existing needs numbers are based on 1988 (i.e., old) data, the City is required to use these figures because they are a component of the current RHNA, which, as stated above, runs through June 1994. However, for informational and comparative purposes, "draft existing needs" relating to the Draft 1994 RHNA are also presented below. These tentative needs were released in mid-1992 and technically

better reflect Covina's current "housing needs situation" because the data is based on the 1990 Census. Again, although the City currently is not required to address the '94 figures, these numbers also serve to provide a look into the community's future housing obligations.

The current (1988) RHNA figures, which the City now must address in the Revised Housing Element, are as follows:

TABLE 52. COVINA 1988 RHNA EXISTING HOUSING NEEDS BY TENURE

TENURE	INCOME CATEGORY VERY LOW	LOW	TOTAL
Owners	414	254	668
Renters	1,276	675	1,951
Total	1,690	929	2,619

Total 1988 Households	- 15,710
Total 1988 Lower Income Households	- 5,216

Table 52 shows that the SCAG-identified incidence of lower income housing overpayment is much higher for renters than for owners. This situation is found in most San Gabriel Valley communities and was discussed in detail in Section "C6" above. The remaining portion of this section explains how and to what extent the City of Covina has addressed its RHNA existing housing needs. Table 53 lists the number of Covina households that, as of November 1992, received housing rental assistance. For an in-depth housing program discussion, refer to Section "I" at the end of the Study.

TABLE 53. NUMBERS OF COVINA HOUSEHOLDS RECEIVING HOUSING PAYMENT ASSISTANCE, NOVEMBER 1992

	PROGRAMS	NUMBER OF HOUSEHOLDS TOTAL	VERY LOW	LOW
A.	FEDERAL			
1.	HUD Section 8 (Rental Subsidy - Various Locations)	252	169 1	83 1
2.	HUD Section 236 (Below Market Rate - One Complex)	168	113 1	55 1
B.	CITY OF COVINA			
1.	Rental Subsidy	87	87	0
2.	Revenue Bond (Below Market Rate - Shadow Hills Complex)	44	25	19
3.	Special Developer Agreement (Below Market Rate - Village Green Complex)	56	38 2	18 2
Total		607	432	175

1 An estimate that assumes two-thirds of the program recipients are very low income. Actual data on very low/low distribution is not available.

2 The apartment complex in question actually has 140 units, though 61 of the households receive rental subsidies (B1) and 23 get Section 8 assistance (A1). To avoid duplication, these "crossover" households have not been considered here.

Therefore, currently 607 lower income Covina households receive some type of rental assistance--assistance that limits their rental payments to below market rates and, in some cases, to not more than 30% of their monthly incomes. Of the 607 households in question, 187 or 31% are assisted through Covina programs. Although the Federal program "low" and "very low" household percentage breakdowns, as stated in the table, is based on an estimate, all Covina Rent Subsidy Program applicants are very low income, and most of the 44/applicable Shadow Hills households are very low income too. No assistance has been provided to lower income owners.

In terms of how well Covina has addressed its RHNA "current needs" obligation (refer back to Table 52 for clarification), again, 2,619 "needy" households (668 owner and 1,951 renter) were identified by SCAG. Of the 607 households currently receiving rental assistance, 88 (14.5% of total) have been added since 1989, the beginning of the current RHNA period. (These 88 households are comprised of 14 "Section 8" residences and 74 additional persons or families receiving City-sponsored rental assistance.) Therefore, the City has not been able to fulfill all RHNA existing needs up to this point (which covers the first three years of the 1988 RHNA process). A shortfall has occurred primarily because of limited private development caused by the early 1990s economic slowdown, City funding limitations and budget constraints, and policy commitments at all levels of government. However, the City of Covina, through its rent subsidy efforts and rehabilitation and other programs (discussed in Section "I" below), has made and will continue to devote as much of its resources toward housing assistance as possible. But these resources or housing program expansions over the next two years (of the current RHNA process) realistically will not eliminate the current deficiency. Again, refer to Section "I" for a more thorough discussion of Covina's current and future housing strategies for dealing with RHNA existing and other needs.

One final, noteworthy point regarding RHNA existing housing needs is that Covina's allocation (2,619 households) probably is too high, or in accordance with a RHNA provision, could be reduced. According to SCAG methodology and policies, the proportion of 1988 lower income households "overpaying" for shelter is assumed to have been the same as it was in 1980 (then the most recent Census data). This means that the number of lower income households in need theoretically could be adjusted downward by the number of additional households assisted by subsidy programs since 1980 that reduced shelter payments to no more than 30% of household income. The number of "additional households" is not known (applicable 1980 data is not available), though estimated to be around 200. Therefore, the extent of Covina's deficiency in meeting existing needs actually is a little less severe than the numbers indicate. Nevertheless, no formal adjustment will be made because of a lack of defensible 1980 "housing overpayment" information.

Table 54 below shows the updated/1989 RHNA existing needs figures that more closely reflect Covina's current situation and will be used as the basis for the 1994 Needs Assessment figures. As stated above, these numbers are provided here for informational and discussion purposes only. The City need not address the number until 1996, when an update of the Housing Element to incorporate the revised RHNA will be needed. (It will be recalled from the introduction to this section that, in accordance with a recently signed bill, implementation of the revised RHNA figures has been postponed by two years.)

TABLE 54. COVINA DRAFT 1994 EXISTING HOUSING NEEDS BY TENURE

	INCOME CATEGORY		
TENURE	VERY LOW	LOW	TOTAL
Owners	406	427	833
Renters	1,542	852	2,394
Total	1,948	1,279	3,227

Total 1989 Households	- 15,488
Total 1989 Lower Income Households	- 5,254

The total number of "in need" households for the Preliminary RHNA, therefore, constitutes a 23% increase over the current/1988 number (again, which is extrapolated from 1980 data). It should also be noted that in 1996 the Table 54 figures will be adjusted upward to reflect the '96 population.

b) Future needs

As stated in Section "3a" above, RHNA future needs are the additional very low, low, moderate, and upper income housing units that a community must attempt to accommodate or at least plan for to address predicted growth, to compensate for anticipated demolitions, and to achieve an ideal vacancy rate, thereby achieving State and regional housing goals and policies and addressing the City's "share of the regional housing need." Future housing needs, then, are a key component of a jurisdiction's housing strategy because they serve as the basis for the City's five-year housing policies and programs.

Listed in Table 55 below are Covina's present "future needs" obligation. Again, the current RHNA applies from July 1989 through June 1994 (though the overall element process has been extended to June 1996).

TABLE 55. COVINA 1988 RHNA FUTURE HOUSING NEEDS FOR JULY 1989 THROUGH JUNE 1994.

INCOME CATEGORY*				
VERY LOW	LOW	MODERATE	UPPER	TOTAL
150	191	173	462	976
15.4	19.6	17.7	47.3	100%

*As defined in the introduction of Section "3a," income categories are as follows: very low, affordable to households earning up to 50% of the Los Angeles County median family income; low, 51%-80%; moderate, 81%-120%; and upper, 121% and above. The 1992 County median family income is $42,300.

Table 56 provides a year-by-year breakdown of the number of dwelling units by income category that have been constructed in the City of Covina since July 1989 and an estimate of current (1992-93) fiscal year construction potential.

TABLE 56. NEW COVINA DWELLING UNITS BY FIRST FOUR YEARS BY INCOME CATEGORY FOR CURRENT RHNA PERIOD

	INCOME CATEGORY				
YEAR	VERY LOW	LOW	MODERATE	UPPER	TOTAL
7/89 - 6/90	0	0	135	39	174
7/90 - 6/91	0	0	34	85	119
7/91 - 6/92	0	0	21	26	47
Subtotal (1)	0	0	190	150	340
7/92 - 6/93 (2)	0	0	7	38	45
Total	0	0	197	188	385

1 What was actually built.

2 Units, as of mid-November 1992, that have recently been completed, that are presently under construction, or that are expected to be completed between November 1992 and June 1993.

TABLE 56 housing data is based on various files in Covina's Planning and Building Divisions of the Community Development Department. Each already-constructed or soon-to-be completed housing unit has been assigned to one income category based on the relation of the actual or anticipated housing costs to a State-designated criteria. This criteria is illustrated below:

TABLE 57. LOS ANGELES COUNTY MAXIMUM MONTHLY HOUSING COSTS BY UNIT SIZE FOR VARIOUS INCOME GROUPS, 1992*

INCOME GROUP	UNIT SIZE	MAXIMUM MONTHLY RENT	MAXIMUM MONTHLY HOUSING MORTGAGE
Very Low	Studio	$ 370	$ 370
	1 Bedroom	$ 423	$ 423
	2 Bedroom	$ 476	$ 476
	3 Bedroom	$ 529	$ 529
	4 Bedroom	$ 571	$ 571
Low	Studio	$ 444	$ 518
	1 Bedroom	$ 508	$ 592
	2 Bedroom	$ 571	$ 666
	3 Bedroom	$ 635	$ 740
	4 Bedroom	$ 685	$ 799
Moderate	Studio	$ 814	$ 950
	1 Bedroom	$ 930	$ 1,086
	2 Bedroom	$ 1,047	$ 1,221
	3 Bedroom	$ 1,163	$ 1,357
	4 Bedroom	$ 1,256	$ 1,466

* The criteria is based on a recommended State formula that is illustrated in APPENDIX B.

In terms of computing costs and assigning income categories for the recently or soon-to-be-constructed housing units, the following three assumptions have been made:

1. APARTMENTS/RENTALS - According to a recent Planning Division rental survey, approximate current rents for newly constructed units (i.e., within last 3 years) are:

   a. 1 Bedroom - $775
   b. 2 Bedroom - $890
   c. 3 Bedroom - $995

   Referring to Table 57, therefore, all such units are considerate "moderate."

2. CONDOMINIUMS/TOWNHOUSES - Based on sales prices and estimated approximate monthly mortgage costs, units or complexes have been designated either "moderate" or "upper."

3. SINGLE-FAMILY/DETACHED HOUSES - Based on estimated sales prices and monthly mortgage costs, houses have been designated either "moderate" or "upper."

Based on both Tables 55 (identified current RHNA future housing needs) and 56 (what will have been completed by June 1993), Table 58 below illustrates to what extents the City has met the four housing income group categories.

TABLE 58. COMPARISON OF NEW COVINA DWELLING UNITS THAT WILL HAVE BEEN CONSTRUCTED FROM JULY 1989 TO JUNE 1993 TO RHNA FUTURE HOUSING TARGETS

	INCOME CATEGORY				
STANDARD	VERY LOW	LOW	MODERATE	UPPER	TOTAL
RHNA Target	150	191	173	462	976
City Accomplishment	0	0	197	188	385
Deficiency or Difference	-150	-191	(+24)	-274	615

According to Table 58, then, upon completion of the first four years of the RHNA period (in June 1993), the City will have met only one of the four income targets. The "very low," "low," and "upper" RHNA numbers have not been fulfilled primarily because of physical constraints, City funding limitations and policy commitments, a lack of private sector construction of affordable housing, and the current national economic downturn, which has had a negative impact on a variety of potential housing development forces. What has occurred, then, is that "needs" have exceeded "resources," a situation that, according to State housing element law, the City may accept without penalty.

Despite these deficiencies, as illustrated in Table 53 above, currently 607 lower income Covina renters receive either Federal or local rental assistance. Also, during the previous RHNA period (1983 to 1988), the City aided in the construction of 188 lower income units, 140 Village Green complex apartments plus 44 units in the 216-unit Shadow Hills apartments (market rate) facility. Moreover, considering Covina's recent housing development, current programs available to lower income households, and existing General Plan and Zoning policies and standards, City officials believe they have acknowledged and made a reasonable effort to comply with the intent of the RHNA future housing needs guidelines.

It should further be noted that the subject 341 very low and low income deficient RHNA future housing needs (the needs that compose the two most critical economic segments) may have been somewhat mitigated by early 1990s stabilizing of rents and rising incomes. (As stated in Section "C6," lower income housing overpayment is most prevalent among renters.) Specifically, a locally conducted rent survey and documented Federal government earnings figures revealed that between 1990 and '93, respectively, the average Covina rental rate remained about the same while the lower income ceiling rose by over 24%. A statistical analysis of these figures determined that 128 additional lower income renter households no longer pay disproportionately high percentages of their incomes on housing, a number that constitutes 37.5% (the quotient of 128 and 341) of the total outstanding lower income needs. According to staff's analysis, then, the early '90s interplay of various economic factors has to a certain extent counteracted problematic 1980s housing payment trends, a noteworthy and beneficial point. For clarification on this study, refer to APPENDIX C.

Notwithstanding the above facts, in accordance with State housing element law, the City should be and is committed to implementing whatever measures are financially and administratively feasible and practical so as to add more affordable housing through the end of the current RHNA period and beyond. Therefore, new housing objectives, policies, and programs that further this goal are presented. Refer to the Housing Element document as well as to the program section of this Study (Section "I") for clarification. In addition, the City intends to comply with the State housing element law requirement to plan to absorb its deficient future needs obligations by identifying sites where 150 very low, 191 low, and 274 upper income dwelling units theoretically could be built. Refer to Section "F" for clarification.

One final "future needs" matter that warrants attention here is what the RHNA refers to as the "gap" factor,

which are other future needs for the 1-1/2 year period from January 1988 to June 1989 that the City also must consider. Basically, the primary, five year needs are suppose to be adjusted either upward or downward, depending on how the jurisdiction's residential construction activity compared to the RHNA "gap adjustment factor." (This adjustment is necessary because the previous RHNA ran through December 1987, while the current Needs Assessment began July 1989.) Fortunately, the City of Covina need not make any modifications to its base future needs allocation because the number of constructed housing units during the gap period (265) slightly exceeded the City's allotted "gap" number (257). Unlike the common, 5-year housing needs, the RHNA does not break down the gap number into economic segments.

b. According to Comprehensive Housing Affordability Strategy (CHAS)

1) General information

Government agencies seeking Federal Community Development Block Grant (CDBG) and other monies must have a HUD-approved Comprehensive Housing Affordability Strategy (CHAS), which supplements the housing element/RHNA process by addressing the housing, economic, and social service needs of low income residents. According to CHAS law, which is based on the National Affordable Housing Act of 1990 and replaced the HAP (Housing Assistance Plan) process, the population of a participating local government must be at least 50,000. Because Covina's resident count as of 1992 (43,442) is below this threshold, the City, along with 47 other Los Angeles County municipalities, contracts with Los Angeles County to receive a CDBG allocation. The funds are distributed to cities on the basis of a HUD formula that takes into account population, the extent of poverty, and the amount of overcrowding. (The County agency responsible for administering the CHAS is the Community Development Commission (CDC), which also oversees all jurisdictional housing, redevelopment, economic and community development programs.) Besides serving as a tool for obtaining Federal resources, the CHAS also functions as a County housing plan that seeks to produce new and preserve existing affordable housing and to maintain and, where possible, expand low income housing programs for the unincorporated portion of the County and the 48 participating cities. Thus, the County CHAS also identifies the extent to which locally generated housing revenues, such as redevelopment agency 20% set-aside funds, address housing needs. To facilitate housing decisions and to serve as a framework for meeting these ends, the CHAS is structured around the following areas:

a) A Community Profile, which describes:

1) The affordable housing needs of very low-income and moderate-income families, homeless families, and individuals and others with special needs who require supportive services;

2) The characteristics of the County housing market and the existing stock; and

3) The existing programs that address these needs.

b) A Five Year Strategy for Housing Investment, which includes goals, strategies, and programs for addressing various facets of housing. (The CHAS is modelled after State housing element law and therefore operates on a five-year cycle.)

c) A One-Year Plan for applying available resources to the identified needs, which includes a listing of all sources of existing or anticipated funds for the upcoming fiscal year and the numbers of individuals and families that are expected to be assisted through proposed housing production, preservation, and program efforts. (This one year plan serves to facilitate CHAS implementation. The numbers are based on the County's anticipated expenditures plus annual surveys sent out to participating cities. Covina's response to this survey is discussed in the second section.)

As stated above, most of the CDBG Federal funds come from the CHAS program. Just as the County must prepare a CHAS document to receive Federal funds, the City is required to submit to the County its "CHAS Plan" for detailing how the City's CDBG allocation will be spent. Covina and other participating

cities may use the Block Grant funds for various housing, economic development, and community service programs that comply with the CDBG guidelines and/or benefit lower income persons. In other words, a community has flexibility in deciding in what areas funds are to be utilized. Although both the CHAS and the above mentioned RHNA implement the Housing Element, the two items differ in purpose and in function. The RHNA, on the one hand, serves as the benchmark for a housing element action plan by listing various "housing needs targets" that the City must meet or at least plan for. On the other hand, Covina's portion of the CHAS housing targets are defined/set by the City, based, in part, on Redevelopment and Housing Element/RHNA figures and anticipated revenues, and therefore the CHAS functions more as a housing implementation tool. Nevertheless, both plans are of legal importance, look at housing from a County or regional perspective, and are intertwined in the City's effort to address its lower income housing and related needs.

2) Identified needs

According to Covina's portion of the CHAS one-year implementation plan (for October 1, 1991 to September 30, 1992), listed housing priorities were as follows:

a) Very-Low Income Housing Assistance (through Redevelopment Agency 20% set aside)
   1) Rental Assistance - 89 households
   2) Single-family rehabilitation - 28 households

b) Low-Income Housing Assistance (through Redevelopment Agency 20% set aside)
   1) Single-family rehabilitation - 5 households

Note: Regarding "a" and "b" above, as indicated in the City's plan or response to the County, $300,000 was allocated for rental assistance and $251,390 was to be spent on rehabilitation. Also, $150,000 and $184,000 were to be earmarked for, respectively, support services and operating costs, bringing the total local generated fund amount to $885,000.

c) CDBG - for various general services such as adult literacy, children's reading, and senior citizen program information - $38,000

Note: In accordance with City Council policy decisions, Covina has opted to devote its CDBG allocation for the current or 1992-93 fiscal year to various public services, public works projects, such as various street improvements, and administrative tasks. The City's CDBG program is discussed in more detail in Section "I1" of the Study (Existing Programs).

As stated in the previous section, programs "a" through "c"above are combined with resources from Los Angeles County and other participating cities to constitute the entire County CHAS effort. Although Covina must appropriately administer and implement its component or share of monies, the County is responsible for CHAS conformance with overall Federal provisions.

c. Homelessness

1) Background discussion and applicable housing element requirements

Homelessness is a serious social problem in the Los Angeles area as well as around the country. (A homeless person is defined here as an individual who lacks a permanent home.) The problem has increased dramatically since the early 1980s primarily because of rising poverty and a lack of enough low cost housing and, to a lesser extent, insufficient funding for public assistance programs. In metropolitan Los Angeles, poverty rates have risen as the current economic downtown, corporate restructurings, and major cutbacks in the defense, aerospace, and manufacturing sectors have left thousands of persons unemployed. Also, many of the region's new jobs and/or jobs that unemployed persons have had to accept are in low paying service related industries. As stated in Section "C" above, these occurrences have led to a widening gap between wages and housing costs, which has become quite noticeable since 1980. This widening gap

plus diminishing Federal housing expenditures have greatly limited lower income housing opportunities.

Therefore, many individuals and families have been forced to live without adequate shelter. (Also, the severity of the housing affordability problem is magnified when the following are considered: the tens of thousands of persons and families either living in garages and other substandard structures; families and individuals who are doubling or tripling up in apartments; and the large number of lower income households that are paying disproportionately high percentages of their incomes for housing.) Whereas the homeless were once predominantly middle age men, many with substance abuse problems, currently the group includes single women, senior citizens, families with children, persons that are college educated, and/or have employable skills, and formerly middle class individuals and families with long work histories.

The proliferation of homelessness has posed a major problem as well as challenge for all levels of government. In terms of the housing element process, homeless persons are considered a "special housing needs" group that a community must analyze. A local government is supposed to explore various sources and conduct an investigation to identify the extent and nature of any existing homeless population. Both resident and transient persons have to be addressed. Moreover, State housing law requires cities and counties to identify adequate sites within the boundaries of the jurisdiction for emergency shelters and for transitional housing. A shelter provides housing for a short period, generally with limited supplemental services; transitional housing is for an extended period of time and typically includes integration with other social services and counselling programs to assist persons in becoming self-sufficient. As a minimum, the applicable homeless shelter site-identification must include the 1) designation of a zoning district to permit the siting of facilities for the homeless and 2) the adoption of policies, procedures, and/or standards to facilitate shelter and transitional housing development or conversion. (Local governments are not required to actually build homeless-serving facilities, however.)

2) Los Angeles area and City of Covina homeless conditions

It is impossible--and perhaps even unnecessary--to obtain an exact count of the number of people in Los Angeles County without a permanent home. According to the most recent annual report on the status of Los Angeles County homelessness by Shelter Partnership, a nonprofit resource center for homeless shelters founded by the United Way in 1985, on any given night from July 1990 through June 1991 at least 38,400 people and as many as 68,600 persons were homeless. Key governmental agencies that deal with homeless persons, such as the City of Los Angeles Community Development Department and the County of Los Angeles Department of Public Social Services, believe that the above numbers, which are based on adjusted State and County public assistance data, are the most reliable figures available. By comparison, the same survey for the previous year estimated the number of homeless between 36,800 and 59,100--meaning that for the period in question the downturn in southern California's economy and high housing costs increased the Los Angeles County homeless population by at least 4% and as much as 16%.

Shelter Partnership, however, does not compile numbers for the San Gabriel Valley. The only available numbers come from the 1990 U.S. Census, which found 1,145 Valley persons on the streets and living in shelters. However, many local homeless advocates and community officials believe that the actual number is much higher because Census Bureau enumerators would not have been able to count all homeless persons staying in every shelter and, for example, sleeping in every abandoned building or under all freeway segments. Notwithstanding this point, the Census numbers for Covina and the above mentioned twelve comparable cities are discussed below:

TABLE 59. UNITED STATES CENSUS COUNT OF HOMELESS IN COVINA AND SELECTED EAST SAN GABRIEL VALLEY CITIES, 1990

	CITY	HOMELESS	
		NUMBER IN SHELTERS	NUMBER IN STREETS
1.	Azusa	0	0
2.	Baldwin Park	0	3
3.	Claremont	0	0
4.	Covina	50	0
5.	Diamond Bar	0	0
6.	Duarte	0	0
7.	Glendora	0	0
8.	La Puente	0	1
9.	La Verne	0	0
10.	Pomona	211	6
11.	San Dimas	0	0
12.	Walnut	0	0
13.	West Covina	0	0
Total		261	10

As stated above, many cities' homeless numbers have been undercounted, though to what extent is not known. (Over the past three years, the Covina Planning Division has had various discussions with Census Bureau personnel who concur with this assessment.) For example, according to a November 1992 article on the homeless in the Los Angeles Times, although the Census did not count any persons without shelter in West Covina, church groups in that City reported that as many as 100 people crowd into their temporary cold weather shelters each night during the winter.

According to the Census, then, Covina has 50 homeless persons staying in "shelters." (The Census defines a "shelter" as either an establishment set up specifically to assist those without a home or a group quarters facility that, as an ancillary function, houses the homeless. The probable location of Covina's homeless-serving facilities is discussed below.) Although no "homeless on the street" were identified, it is believed, based on Planning Division observations and interviews with Covina Police Department officials, that at any one time there are at least 10 persons without permanent shelter. The non-sheltered homeless generally congregate in the downtown and in various parks. Covina officials believe that many of the City's "street people" are not permanent but transient residents--or passing through to other communities (perhaps that have better aid programs). Also, regarding the type of homeless people in the City, considering both sheltered and unsheltered individuals, it appears that most of the subject population is comprised of single, middle-age men and women, and various family arrangements. As noted above, Covina's "sheltered" count was 50. This number may be high or may have been documented during the opening of a temporary or one-time only shelter at a church or other use. (Refer to Section "Dc3" below for clarification.)

Unfortunately, the Planning Division has not been able to ascertain more detailed information about or specify the specific needs of its homeless population. A key problem, as stated in the following section, is that the administrators of churches and other activities that may take in persons without shelter deny that their facilities are used for this purpose. Moreover, the few homeless or possibly homeless people on the street tend to be sporadic, transient, and difficult to spot. However, based on the few homeless persons that have been seen and on Shelter Partnership information, the needs of Covina's homeless probably center around basic necessities (e.g., food, clothing, and shelter), physical and/or mental health assistance and counselling, and job training. In terms of relating these needs to the Housing Element, Covina should include in the document policies and programs to explore its homeless problem in more detail so that local needs can be addressed to the greatest extent feasible.

3) Existing homeless facilities in Covina area

As of late 1992, based on a Planning Division investigation, there are no official homeless shelters in the City of Covina. The above Census-identified and other sheltered homeless persons are believed to stay at:

1. WINGS Facility - A group home that focuses on assisting abused women.

2. Local YMCA

3. Various Churches

As part of its State-required homeless analysis, the Planning Division called the above and other facilities. However, none of contacted institutions indicated that they serve the homeless. (Most of the facilities probably operate as cold-weather-only shelters.) Also, the Census Bureau was not able to disclose Covina's shelter locations. It is believed that the places that serve Covina's homeless provide short-term, emergency accommodations only, not "transitional" services such as counselling and job training. According to the Los Angeles County Department of Public Social Services and the above described Shelter Partnership, virtually all official homeless shelters in or near the San Gabriel Valley are in Pasadena or Pomona. These facilities offer various emergency and, to a limited extent, transitional services for different homeless segments. Also, the communities of Claremont, La Puente, Rowland Heights, and Glendale each have one shelter. In addition, several churches throughout the San Gabriel Valley provide temporary (i.e., one week or so) lodging for the homeless during cold weather and perhaps other periods. It is believed that one or more participating churches are in the City of Covina. But, as stated above, Planning has not been able to identify which one.

Although Covina does not have an official shelter, the City does provide food, general supplies, and shelter referral services to the homeless and to very low income persons through its Covina Area Emergency Aid Program. Shelter referrals generally are made to the Salvation Army, to an official homeless facility, or, if during extreme cold weather, to an area church that participates in the "rotating" program. Covina Area Emergency Aid is a charitable operation that is administered through the City Fire Department and supported primarily by donations from local community service groups, churches, and businesses.

As stated above in the introduction to this topic, besides analyzing the extent and nature of its homeless problem, local governments must also identify sites within the boundaries of the jurisdiction that are suitable for emergency shelters and transitional housing. In order to satisfy this requirement, first of all, homeless shelters and related transitional housing shall be permitted, through the conditional use permit (CUP) process, in the City's "C-P" (Professional Office) and "RD" (Apartment and Condominium) zoning districts. Because currently various types of group homes are allowed in these two zones, homeless facilities could be accommodated at well. Also, it would be appropriate to adopt favorable policies for homeless shelters in the Housing Element and, referring again to zoning, to develop reasonable standards. (As indicated above, however, the City is not required to directly build the homeless-serving operations.)

d. Disabled persons

The identification of a large number of disabled individuals in a community is another indicator of a special housing need warranting local consideration. In Covina, the U.S. Census identified 1,972 persons over 15 years of age with a mobility or self-care limitation, 800 of which were 65 or older. Moreover, the Census revealed 2,188 persons between 16 and 64 with some type of work disability. A total of 970 residents over 64 fall into this category. Tables 59 and 60 expand on the above figures:

TABLE 60. COVINA RESIDENT AGE BY MOBILITY AND SELF-CARE LIMITATION STATUS, 1990

AGE GROUP	LIMITATION STATUS	NUMBER OF PERSONS
	With a mobility or self-care limitation:	
16-64 years	Mobility limitation only	297
	Self-care limitation only	615
	Both mobility and self-care limitations	260
	With a mobility or self-care limitation:	
65 and over	Mobility limitation only	409
	Self-care limitation only	148
	Both mobility and self-care limitation	243

TABLE 61. COVINA RESIDENT AGE BY WORK DISABILITY BY MOBILITY AND SELF-CARE LIMITATION STATUS, 1990

AGE GROUP	WORK DISABILITY AND LIMITATION STATUS	NUMBER OF PERSONS
	With a work disability:	
	With a mobility or self-care limitation	561
16-64 years	No mobility or self-care limitation	1,627
	No work disability:	
	With a mobility or self-care limitation	611
	No mobility or self-care limitation	25,917
	With a work disability:	
	With a mobility or self-care limitation	628
65 and over	No mobility or self-care limitation	612
	No work disability:	
	With a mobility or self-care limitation	172
	No mobility or self-care limitation	2,700

The Tables illustrate that Covina does have some "disabled" needs warranting mentioning. Of particular concern to the City are lower income disabled seniors that require housing assistance. In fact, as explained below, during the Planning Division's public outreach/citizen input process of the General Plan update, lower income disabled residents, particularly seniors, were frequently noted as segments that should be assisted through existing and new housing programs. In terms of existing Covina policy, although the community does not specifically target housing assistance resources to the disabled, the City attempts to accommodate this segment in administering the rental subsidy and property rehabilitation programs, whenever possible. Such a practice should continue and, if possible, be expanded in the future. Another practice by which the City addresses and will continue to acknowledge senior and all disabled housing needs is through implementing and enforcing Titles 24 and 31 of the State Building Code, which address handicapped accessibility in new and certain remodeled residential developments. Title 31, it should be

noted, contains State regulations adopted from the recently enacted Federal Americans With Disabilities Act (ADA), major, far-reaching legislation addressing this topic. Finally, the City may wish to learn more about its disabled population by contacting public and private organizations that provide services for handicapped persons. (The Covina Planning Division did contact the State Department of Rehabilitation on this matter, though it was discovered that the Department does not compile city-specific information.)

e. Farmworkers

State housing policy requires local governments to consider the needs of any farmworkers that reside within their communities. The rationale here is for cities and counties to ensure that farmworkers live in decent, safe, and sanitary housing so that the economic viability of California's longstanding important agriculture industry is sustained. Because Covina is a generally built out/mature, suburban community, farmworker welfare is not an issue. Although the Census, as stated above, identified 230 Covina employees in the "agricultural, forestry, and fisheries" industry, virtually all of these persons are believed to work in administrative functions or in retail or wholesale nurseries. It is possible, however, that a handful of individuals could be employed in the very few remaining east San Gabriel Valley agricultural facilities. But this number of persons, if any, would be very small and therefore not warrant an official City response.

f. General needs identified through citizen participation efforts

State housing element law requires a local government to seek public input in the identification of special housing needs when updating a housing element to best shape the development of goals, objectives, policies, and programs. The Covina Planning Division fulfilled this requirement primarily through two questionnaires and two public forums. (The questionnaires each had specific housing queries, while portions of the forums emphasized housing issues.) For details on these two techniques, refer to the subject discussion in the Land Use Study. Also, Section "J" of this Study summarizes all housing-related comments obtained in the questionnaire and public forum processes. The focus of the discussion at hand is on housing needs only.

The most notable identified housing needs, in the apparent order warranting attention, were:

1. Lower income senior citizen households,
2. Lower income non-senior households,
3. Young, first-time home buyers, and
4. Lower income handicapped persons.

Housing needs identified through these processes were not broken down into more specific groups. Numbers 1, 2, and 4 also refer to lower income households/persons that pay disproportionately high amounts of their incomes toward housing, a disclaimer that applies to the same income groups listed in items "g" through "k" below.

g. Needs identified by City Housing (HCDA) Committee

The Covina Housing and Community Development Act (HCDA) Advisory Committee makes recommendations to City administration on matters pertaining to lower income housing and related programs, CDBG (Federal Community Development Block Grant) funding, and senior citizen issues. (Again, refer to Section "J" for a summary of all HCDA comments.) When the Planning Division met with this advisory group, the Housing Committee issued the following prioritized listing of what it considered the most needy City groups:

1. Very low income seniors,
2. Incoming, first time buyers,
3. Very low income handicapped persons, and
4. Very low income non-senior households.

h. Needs identified by Covina Housing Subcommittee of Covina General Plan Update Committee

The Covina General Plan Update Committee was comprised of City Council and Planning Commission members. The Committee, which gave input to the Planning Division on various issues, was subdivided into three sub-committees, one of which was Housing. Generally, the Housing Subcommittee stated that lower income seniors and lower income non-senior households constituted the primary housing needs. For clarification, see Section "J."

i. Needs identified by Covina Planning Division through analysis of United States Census and other data

Based on an analysis of the housing, demographic, social, and economic data and other information presented in Sections "C" and "D1-2" above, the Planning Division believes that the below listed groups are in the greatest need for housing program assistance. The listing is not prioritized.

1. Very low income senior households,
2. Very low income small households,
3. Very low income single parent households with children,
4. Very low income large families,
5. Prospective first-time home buyers, and
6. Handicapped persons, particularly seniors.

j. Suggested prioritization of needs by Covina Redevelopment Agency.

As stated in Section "I" (Programs), the bulk of the City's current housing efforts is administered by the Housing Program branch of the Covina Redevelopment Agency (CRA). The following listing constitutes Redevelopment's suggested prioritization of housing needs.

1. Very low income senior citizen households,
2. Very low income large families, and
3. Very low income small families.

(In keeping with its suggested prioritization, as of the beginning of the 1992-93 fiscal year, CRA proposed to expand its very low income senior rental subsidy program, but had no plan of increasing the number of non-senior participants.)

k. Synthesis of all identified City housing needs

The following listing of general and special housing needs is based on a synthesis of all needs identified in the above sections. The needs, it must be noted, are not prioritized and are not mutually exclusive.

1. RHNA existing needs,

2. RHNA future (construction/additional housing) lower income construction needs,

3. Homeless persons (limited overall need),

4. Very low-income small families, particularly those headed by single-parent households, overpaying for housing,

5. Very low income senior households overpaying for housing,

6. Very low income large families overpaying for housing,

7. Lower, particularly, very low income, owners of single-family homes in need of rehabilitation assistance,

8. Young, first time homebuyers,

9. Very low income handicapped persons, particular seniors, overpaying for housing, and

10. Aging, deteriorating apartments and houses in need of rehabilitation. (Although not a "human need," this item is nevertheless included here because of its importance.)

As previously stated, programmatic responses to these needs are discussed in full detail in Section "I." Generally, however, additional rental subsidies, particularly for non-senior citizen households, and expanded property rehabilitation programs should be sought. Also, it appears that the City could consider increasing the scope of its housing efforts by, for example, encouraging granny flats and multiple family density bonuses, streamlining the development approval process, starting up or assisting community-based organizations such as nonprofit housing corporations to mitigate multiple-family deterioration, and/or offering incentives for first-time homebuyers, through local financial institutions.

4. Summary of Key Facts

a. In 1990, 58.1% of the City's total dwelling units were owner-occupied and 41.9% were renter-occupied.

b. During the '80s, Covina became slightly more of a rental-oriented community.

c. Covina's percentage of owner-occupied units is smaller than that for most surrounding communities.

d. The City's 1990 overall person per household/occupied dwelling unit ratio was 2.74.

e. Covina's resident per unit ratio for owner- and renter-occupied housing units are, respectively, 2.90 and 2.53. These figures are below those of most surrounding cities.

f. Seniors headed 23% of the owner households and 13% of the renter households in Covina. Of all senior households, 71% were owner-occupants, as opposed to 55% for all other age groups.

g. In terms of what the Federal government defines as large families (5 or more persons in a household), 1,223 were owner-occupied housing units and 777 were renter occupied.

h. In Covina in 1990, 1,401 or 9.0% of the occupied dwellings were overcrowded. (The Federal government defines overcrowding as an occupied housing unit with 1.01 or more persons per room, excluding bathrooms, laundryrooms, hallways, and garages.) While 30.5% of the overcrowded units were owner-occupied, almost 70% were inhabited by renters. Or, 14.9% of all occupied rentals are considered overcrowded, but only 4.7% of the occupied owner-oriented units have high tenant counts. This points to a matter that warrants appropriate City response.

i. Compared to other east San Gabriel Valley cities, Covina's "owner" and "renter" overcrowding percentages are average, however.

j. Pertaining to all dwelling units, overcrowding in Covina increased by 300.3% (350 to 1,401) over the '80s. The percentage increase for renter-occupied units was 462.4% (173 to 973). The high incidence of rental overcrowding typifies what has occurred all around Los Angeles County.

k. The reasons for increased overcrowding pertain to changing demographic and cultural trends, structural shifts in the regional economy, significant jumps in housing costs, and other factors.

l. Because a higher proportion of apartments than houses are overcrowded, it is assumed that a majority of the overcrowded units are in and around the downtown and other districts where multiple-family housing prevails.

m. Farmworker housing is not an issue in Covina. The City is primarily built-out, and there are not believed to be more than a handful of, if any, persons employed in traditional agricultural activities.

n. The existing regional housing needs that Covina is required to address are: lower income owners, 668 households; lower income renters, 1,951 households.

o. Through City and Federal government programs, currently 607 Covina lower income renters receive some type of rental assistance. Therefore, the City, because of funding limitations, budget/policy constraints and other factors, is not able to fulfill all existing regional housing needs.

p. The future regional housing needs that Covina is required to address (or additional income category-apportioned dwelling unit numbers that the City is supposed to have built and/or planned for) are: very low income, 150; low, 191; moderate, 173; and upper, 462.

q. Because approximately four years of the current five year "regional housing needs" housing element period have elapsed, Covina considers its future housing needs as the number of dwelling units that will have been constructed through June 1993 (the end of the fourth year of the present RHNA process).

r. Based on 1989-93 development activity, Covina's future housing needs are deficient by the following numbers: very low income, 150 units; low income, 191; and upper, 274. (Covina fulfilled its "moderate" category.) An insufficient number of dwellings were built primarily because of physical and policy constraints, City funding limitations, a lack of private sector actions in the construction of affordable housing, and the 1990-93 national economic slowdown. State housing element law allows cities to acknowledge these factors in evaluating regional housing needs fulfillment.

s. Despite its inability to fully address the current RHNA targets, currently 607 Covina lower income renters receive either Federal or local rental assistance, in the '80s the City assisted in the financing of two lower income housing projects, and the City has constantly permitted the construction of a variety of housing types. Moreover, Covina's number of unmet lower income housing needs may have been at least partially addressed by an early 1990s phenomenon in which a documented combined leveling off of rents and rising incomes resulted in 128 additional lower income households no longer overpaying for housing.

t. The City has made up its "future housing needs" deficiencies by, in accordance with State law, planning for or identifying sites around the community where very low, low, and upper income dwelling units theoretically could be built. In addition, the City has stated its intention to incorporate in the revised Housing Element viable policies and programs to reasonably attempt to facilitate future lower income housing construction and accommodate lower income residents.

u. Covina's Comprehensive Housing Affordability Strategy (CHAS) is a process the City must go through to receive its share of Federal Community Development Block Grant (CDBG) monies, and the program requires the community each year to identify how the CDBG monies will be spent and how many households will be assisted through local rent subsidy and property rehabilitation programs.

v. Although Covina does not have a serious homeless problem, the homeless persons that do exist in the City should be monitored and, in accordance with State law, local homelessness must be explored in greater detail and Covina must permit homeless-serving facilities.

w. In terms of handicapped residents, the Census identified 1,972 persons over 15 years of age with a mobility or self-care limitation, 800 of which were 65 or older. The City currently attempts to and should continue to assist lower income disabled persons, particularly seniors, to the maximum extent possible. Also, the City may wish to explore this segment in more detail.

x. The City identified housing needs through various citizen participation techniques such as questionnaires and public forums. Also, there were extensive discussions with City officials who deal directly with housing issues. Seven commonly noted "needy" groups include:

1) Very low-income small families, particularly those headed by single-parent households, overpaying for housing;

2) Very low income senior households overpaying for housing;

3) Very low income large families overpaying for housing;

4) Lower, particularly, very low income, owners of single-family homes in need of rehabilitation assistance;

5) Young, first-time home buyers;

6) Very low income handicapped persons, particularly seniors, overpaying for housing; and

7) Aging, deteriorating apartments and houses in need of rehabilitation. (This is not a "human need" but is nevertheless included here because of the importance of the matter.)

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E. MISCELLANEOUS FACTORS

1. Vacancy Rates - General, Overall, and By Tenure

As stated in the above discussion on SCAG's Regional Housing Needs Assessment (RHNA), "ideal" vacancy rates serve as an indicator of housing availability. Theoretically, vacancy rates stabilize housing costs and bolster a local economy by providing housing opportunities for workers in existing, new, and expanded businesses. Again, SCAG's "ideal" owner and renter vacancy rates (or the rates at which a housing market should function most effectively) are, respectively, 2.0% and 5.0%. Although in general not all persons who work in a community will also live there, and vice versa, in Covina, according to Planning's major General Plan Questionnaire, 25% of the City's residents also were employed in the City. For a suburban, "bedroom" city in the east San Gabriel Valley, this is believed to be a fairly high percentage. (However, comparable figures for the surrounding cities are not available as of this writing.) Therefore, Covina is in somewhat of a unique position in that its housing market and job base are more closely related than in other municipalities. See Section "E8" below (Jobs-to-Housing Ratio) for more discussion on this topic.

According to the Census, Covina's 1990 total, owner-and renter-housing vacancy rates are, respectively, 3.6%, 1.0%, and 5.5%. Therefore, considering the vacancy rates that SCAG believes facilitate market operations, the owner sector is a little deficient (ideal being 2.0%) and the renter sector is slightly above average (ideal being 5.0%). Although the City Planning staff is not sure how, if at all, these figures have affected Covina's housing market and economy, it is believed that there has not been any negative impacts on housing prices. As stated in Section "C5" (Housing Prices and Costs), Covina's median housing cost is slightly below the medians of many surrounding cities. Table 62 shows how Covina's owner and renter vacancy rates compare to those in the nearby communities. Also, the table and following discussion will illustrate the strength of the relationship between cities' vacancy rates and housing costs (refer to Table 32).

TABLE 62. HOMEOWNER AND RENTAL VACANCY RATE PERCENTAGES FOR COVINA AND SELECTED EAST SAN GABRIEL VALLEY CITIES, 1990

CITY	TOTAL VACANCY RATE	RANK	OWNER VACANCY RATE	RANK	RENTER VACANCY RATE	RANK
Azusa	4.4	3	1.2	7	5.4	6
Baldwin Park	3.3	7	1.2	7	3.6	9
Claremont	3.3	7	1.2	7	5.2	7
COVINA	3.6	5	1.0	9	5.5	5
Diamond Bar	4.3	4	2.1	3	7.0	1
Duarte	3.4	6	1.0	9	6.0	3
Glendora	3.3	7	1.6	6	5.2	7
La Puente	2.9	9	0.9	9	4.2	8
La Verne	3.4	6	1.8	5	5.4	6
Pomona	5.3	1	1.9	4	5.9	4
San Dimas	4.6	2	2.7	1	6.2	2
Walnut	3.0	8	2.2	2	3.2	9
West Covina	3.3	7	1.1	8	5.9	4
Average	3.7		1.5		5.3	
L. A. County	5.5		1.9		5.9	

Generally, Covina's owner vacancy rate ranks lower than that for rentals. This means that rentals or apartments are proportionately more available than houses and condominiums and townhomes. Also, when comparing the vacancy rates to housing cost data (Table 32), it is interesting to note, there does not appear to be any clear, strong correlation between the two bodies of data. As stated in the Section "C4," housing costs are affected not only by vacancy rates but by such factors as location/accessibility, appearance, image, housing conditions, and community facilities.

In 1980, Covina's total, owner and rental vacancy rates were, in that order, 3.2%, 2.0%, and 5.1%, meaning that while the owner category has declined, the renter and total figures have increased by almost one-half of one percentage point. The renter-housing vacancy rate has increased despite there being, as discussed in Section "D2," a major increase in rental overcrowding as well. The fact that proportionately more and larger households are cramming into rentals while not pursuing available housing opportunities appears to relate to intentional and unintentional human factors. The intentional factors are the tendencies of certain ethnic groups to live in extended family arrangements. (Refer to Section "D2" above for clarification.) On the other hand, the unintentional factors that preclude many people from seeking available housing relate to economics--or that many persons/lower income families simply cannot afford market rate rents. This income issue underscores the region's affordability problem noted in Section "C6" above. Again, in Covina, in all surrounding cities, and in Los Angeles County as a whole, a much greater percentage of lower income renters than owners pay more than 30% of their income toward housing. Also as previously discussed, the percentages of lower income renters paying more than 30% of their incomes on housing has risen dramatically. For some households, of course, both cultural and economic factors influence living arrangements.

According to the Census, the above-noted Covina trend pertaining to rental vacancy rate increases despite an accompanying big jump in overcrowding has occurred in many surrounding communities. In Los Angeles County in the '80s, for example, the rental vacancy rate rose from 4.1% to 5.9%. The owner-housing vacancy rate, on the other hand, remained fairly stable, rising from 1.8% to 1.9%. This discussion shows another aspect of the housing affordability and availability challenge confronting Covina and other cities. Moreover, as stated in Section "D2," the problem of rising rental vacancies and overcrowding actually is more serious when households living in illegal dwelling units and homeless persons are considered.

2. Actual and Potential Constraints on Maintenance, Improvement, and Development of Housing - Discussion and Analysis

a. Background discussion

During the Housing Element update, State housing law requires a community to identify both governmental and nongovernmental constraints that either hinder or totally preclude affordable housing development and the "maintenance, improvement, and development of housing" in general. Regarding governmental constraints, the State essentially directs local governments to modify any ordinances, procedures, and policies found to be excessive or unwarranted in terms of dealing with housing. Although nongovernmental constraints such as the cost of land and construction, on the other hand, are less controllable by direct government action, a city must still explore this topic to identify any unusual conditions or noteworthy problems. The identification of governmental and nongovernmental constraints is another component of a community's existing housing situation that is to serve as a basis for "constraint mitigation" objectives, policies, and programs.

It should be noted that in the constraint identification phase of the Housing Element update process, the Planning Division mailed out surveys to local developers, realtors, and financial institutions to ascertain what City/public and private constraints they felt were most burdensome. The responses received have been incorporated into the discussions below, and the sample letters are shown in APPENDIX D.

b. Governmental constraints

The following governmental constraints pertaining to housing construction, maintenance, and improvement are discussed and analyzed.

1) Covina urban setting

a) Background facts - Although not a governmental constraint per se, the fact that Covina is generally built-out cannot be ignored. According to the City's land use inventory, Covina is 98.5% built-out, and only about 22 of the approximately 64 acres of vacant developable land currently are designated and appear suitable for residential development. In recent years, most new housing construction has evolved around infill development and apartment or condominium redevelopment of underutilized single-family detached properties, though some projects have been built upon medium- to large-size surplus parcels (e.g., vacated school and utility facility sites). Therefore, compared to a new, growing community, Covina is at a disadvantage in terms of designating large properties for affordable housing development. Somewhat related to this constraint is the fact that Covina is a mature community with a special, unique character and identity bolstered by certain old but architecturally and/or historically significant single-family detached houses and blocks that many local residents and groups deem worthy of retention. Thus, historic preservation, at least to a certain extent, could also preclude residential intensification.

b) Analysis - The fact that Covina is primarily built-out and that future medium to higher density developments appear unlikely or infeasible in most now-designated low density, commercial, and industrial areas is a fact that must be acknowledged, despite the City's requirement and commitment to meet its RHNA housing needs to the greatest extent possible. Specifically, the City's fiscal condition greatly precludes changing the zoning of remaining vacant and underutilized commercial and industrial properties to residential. (As discussed in the Land Use Study, these properties will provide Covina with future to-be-needed sales tax revenue and employment opportunities.) Moreover, because the surrounding County sphere-of-influence territory is primarily developed as well and because of the land use characteristics of the unincorporated areas, future annexations will likely yield few medium- to high-density suitable sites. However, as described in Section "F," in the year's ahead some housing growth will be possible through redevelopment of many now-underutilized residential properties. Moreover, it is not believed that any historic preservation activities will significantly impede residential recycling, as most applicable buildings are in areas to be maintained as low density.

2) Proposed Land Use Element

a) Background facts - In drafting the proposed Land Use Plan of the Land Use Element, based on clear City Council and Planning Commission direction and on extensive citizen input (again, see Section "J" below), on necessary economic development obligations, and on established goals, objectives, and policies, the maximum residential multiple-family/condominium development density was reduced slightly on some properties, and a few medium to high density sites have been redesignated to single-family detached uses. However, there is very little residential intensification of areas that are now predominantly low density. Over 80% of the Land Use Plan's 2,241 residential acres are to be reserved for single-family detached homes. These factors could be regarded as constraints.

b) Analysis - Although the proposed Land Use Plan of the General Plan Land Use Element will result in less overall growth than currently permitted, in actualness densities will be reduced on only 96 of the Plan's 842 medium and high density sites/properties (11.4% of the total). And of these 96 sites, 59 (61.5%) would have density reductions equating to only 1 or 2 units, while 93 properties (96.9%) would experience reductions of no more than 3 dwellings. (Refer to the Land Use Study for clarification. The new/proposed maximum high density standard is 22 units per acre. Although the current or previous upper density limit, which pervades on a few blocks in and

around the downtown, is 40 units per acre, according to information on file in the Covina Planning Division, most of the complexes that have gone up in those areas in recent years were around 22 units to the acre anyway because of current Zoning designations and development standards.) The City could deal with this density reduction in the future by employing the density bonus and second unit processes, as well as other programs, to attract more housing and perhaps by considering, under appropriate circumstances, raising intensity limits or permitting General Plan Land Use changes.

3) Zoning use districts and standards

a) Background facts - As is the case with the underlying Land Use Element, the amount and distribution of residential zoning plus density limits does constrain housing development, particularly medium- and high-density developments. Because Zoning must be consistent with the General Plan and because, as stated above, the maximum density according to the Land Use Plan will be 22 units per acre and the City is overwhelmingly built-out, the amount of future residential development probably will be moderate. Also, approximately 80% of the residential zoned land will be designated "R-1" or one dwelling unit allowed on each lot. Moreover, Zoning standards, such as setback, parking, open space, and lot coverage, constitute an additional constraint, particularly regarding potential affordable housing development.

b) Analysis - As was the case with the underlying Land Use Element, in accordance with the new General Plan process, Zoning densities on a relatively limited number of properties would be reduced, but generally only by 1 or 2 units. Again, the situation could be at least partially addressed by incorporating density bonus and second unit provisions and other new programs and by considering new planning approaches in the future. Also, although the Zoning standards do raise housing costs slightly, the City believes that its standards strongly represent overall community sentiment and City Council and Planning Commission desires and are necessary to protect public health, safety, and welfare. For example, the general 10-foot side-yard multiple-family/condominium setback is commonly used in many communities and is important to provide separation from adjacent buildings and patios and balconies. Also, in response to changing living arrangements, in recent years, Covina has increased parking, open space, unit size, and other requirements. Despite the Covina standards' possible negative impacts on affordable residential construction, it must be stated that the primary factors leading to high housing prices are the costs of land, construction, and financing as well as market demand. (See next section for clarification.) There is no evidence that Zoning amendments over the last 20 years have been a leading factor in raising housing costs. Nevertheless, the City could consider streamlining its overall standards and making case-by-case exceptions whenever bonafide lower income housing is proposed. To a certain extent, Zoning's Planned Community Development (PCD) overlay zone designation acknowledges this latter situation anyway. The PCD process allows for modifications in development standards if a project 1) is of high architectural quality and of major community benefit, 2) blends in well with the surrounding neighborhood, and 3) is consistent with the General Plan. Refer to Section "I1h" for clarification on the PCD process.

4) Design Guidelines

a) Background facts - In 1988, the City adopted the Covina Design Guidelines, which impose various architectural, building form, site design, landscaping, and parking layout guidelines and standards on new construction and on structure additions and expansions. Although the intent of the City in adopting the Guidelines was to get more attractive and functional buildings so that overall community appearance, image, and character would be improved, the Guidelines do add to the cost of new housing construction and home improvements such as reroofing (i.e., all residential reroofs must have a minimum 30-year material warranty. In some cases, the standard calls for a minimum 40-year or tile roof.) Therefore, affordable housing construction and rehabilitation is at least somewhat constrained.

b) Analysis - The City believes that its Design Guidelines, like the Zoning standards, are reasonable and consistent with community desires and indicative of an increasing local governmental interest in building architecture, project layout and functionality, and related issues. Although the Guidelines do add to housing costs pertaining to both new construction and additions/remodeling, it is believed that these expenses are more than compensated by higher property values, lower maintenance costs, and improved neighborhood appearance, image, and vitality, all of which foster overall community betterment. Based on City observations and informal analyses, the costs incurred by following these guidelines are not excessive. And as previously stated, regarding new construction, much of the housing affordability problem is attributable to the cost of land, construction, and financing and to market demand. Notwithstanding the above facts, the City may wish to review its Design Guidelines and, if appropriate, make changes.

5) Development fees

a) Background facts - As part of the development process, applicants must pay, depending on the scope of the project involved, various Planning Division (for Zoning and Design Guidelines administration plus environmental review) and Building Division (for structural check and building permit issuance) fees. For example, on a 20-unit apartment or condominium project, total per unit Planning fees (covering a basic Site Plan Review and Landscaping Plan Check and inspection only--excluding potential additional Zoning administration matters such as a Zone Change or Conditional Use Permit) would be around $135.00. The Building Division fees (generally comprised of base permit and plan/structural check expenses and fees covering such matters as contractors' license verification, energy code review, and basic permit issuance) are considerably more, they being approximately $925 for each dwelling. Similarly, on a typical single-family detached house, the total Planning and Building fees would be around, respectively, $1,225 and $2,255. Also, in accordance with State law, the local school districts impose impact fees for all new residential development at approximately $1.65 per square foot of building area. Conceivably, these and the other above mentioned fees might deter construction.

b. Analysis - The Planning staff does not believe that its general review fees are excessive. Based on City surveys, the fees are similar to those of other communities. Specifically, Covina's fees are based on a full cost recovery associated with project reviews and other services provided, a common and legally acceptable approach. (According to State law, a City's fees must be reasonably related to the cost of providing a service.) The City review process is obviously a necessary and important vehicle for implementing the General Plan and other matters and for protecting the public health, safety, and welfare. Again, as stated above, the primary reasons for high housing rents and prices in Covina are the cost of land, construction, and financing. Moreover, Covina does not have any "special fees" or "special assessment districts," which many communities employ to pay for various public facilities. If park tax on new development is adopted (refer to Section "F5" below), it should be carefully studied to ensure reasonableness.

6) Development conditions

a) Background facts - In return for the right to build, the City may impose on developers and homeowners reasonable on- and off-site improvement requirements pertaining to such matters as street dedications and/or improvements, stormdrains and utility connections, traffic/circulation mitigation measures, and/or fire sprinklers. These conditions do add to building costs, are passed on to consumers, and therefore in some cases could pose hardships for existing and potential lower income homeowners and renters. Regarding the homeowners, if an addition to a single-family detached house totals more than 50% of the dwelling's existing floor area, then the City may require the installation of any necessary public improvements. And an expansion greater than 800 square feet would warrant the installation of fire sprinklers.

b) Analysis - The Planning staff does not believe that its development conditions are excessive or burdensome. The conditions, based on City observations and analyses, are similar to those imposed by other communities, legal, and in line with common planning/City administrative practice. All conditions imposed on developers and/or homeowners are necessary to ensure project and surrounding area viability and to protect public health, safety, and welfare and to achieve various community goals.

7) Park impact fee

a) Background facts - In order to deal with the City's worsening parkland deficiency (refer to Land Use Study and Section "F5" below for clarification), the City may consider to impose a per unit tax/fee on new residential construction to fund future park expansion and development. This would, of course, add to a developer's costs and would be passed on to consumers.

b. Analysis - The housing cost impacts of a proposed Park Impact Fee would have to be carefully studied. An overly burdensome measure could impede affordable housing development.

8) Development review process timeframe

a) Background facts - Generally, for a major residential project that requires in-depth planning analysis, such as a new apartment, it takes at least 9-12 months for a developer to obtain a building permit, as measured from the time a housing proposal is first formally submitted to the City for study. Planning, in consultation with various City departments, conducts an initial site plan review, handles any other needed Zoning administration matters, and, once approved, the project undergoes a Building structural check. Where a subdivision map is involved (e.g., new tract homes and condominiums) the review time generally is about 6 months longer because the County must review and approve the tentative and final maps. Although City review is obviously necessary to ensure the functional, locational, aesthetic, and structural adequacy of a development, because a builder incurs various costs associated with land ownership while gaining no revenue, the longer the review process, the greater the expenses are to the developer. In most cases, these expenses are added to housing prices and rents. However, for minor projects such as a less-than 500 square foot addition to a single-family house, Planning performs a brief over-the-counter review, which generally can be accomplished on a one-stop permitting basis.

b) Analysis - Because the City coordinates development application study/analysis among its departments early in the site plan review process and because the City already attempts to evaluate proposals for Building, Engineering, and Planning code compliance as quickly as possible, particularly regarding small-scale projects, current plan analysis procedures are not believed to be lengthy or burdensome. And as stated above, minor residential additions can be handled on an over-the-counter basis. But where possible, processes should be further streamlined to ensure that the present system is as efficient and expeditious as possible.

9) Adherence to various codes

a) Background facts - Besides general Planning and Building provisions, the City implements various other codes, pertaining to such areas as housing, engineering, energy, handicapped accessibility, and fire, that also could be considered constraints on housing development. The administration and implementation of these codes are believed to add a small though unknown amount to overall housing costs.

b) Analysis - As is the case with the above discussed general development review process, the City's implementation of various building-related codes are not believed to be out-of-the-ordinary or excessive. These codes are essential for ensuring public health, safety, and welfare. Any potential streamlining should be analyzed carefully so that the codes' underlying purposes are not sacrificed.

10) Code enforcement

a) Background facts - The City's Redevelopment Agency administers a housing-related code enforcement program that seeks to abate various problems such as poor property maintenance and structural deficiencies. (Refer to Sections "B4" and "I" for clarification.) Also, Covina may enact additional ordinances/programs pertaining to inspecting multiple-family residences, examining records for all properties upon property sale, and/or targeting resources in specific problematic areas/neighborhoods to give the City additional leverage in dealing with major housing problems/nuisances. In some cases, however, property owners undergoing code enforcement activities or participating in an inspection process theoretically could, say, raise their rents.

b) Analysis - This process, which has been strengthened in recent years so as to provide City officials with added administrative leverage, is a tool to abate housing- and structural-related violations that constitute serious threats to public health, safety, and welfare. It is believed that the process's overall community benefits, such as affordable housing preservation, residential safety, image, and appearance enhancement, and property maintenance information dissemination, far outweigh theoretically possible housing cost increases. In fact, of those apartments that have undergone code enforcement actions, there has not been any evidence of burdensome rent increases. Perhaps one reason why code enforcement does not appear to have major impacts on housing costs is that City strategy aims for expeditions problem abatement by both working with property owners and by, if necessary, imposing fines and tax liens, which often provides a strong incentive for property owner compliance and thus tends to lower total owner costs. Regarding the assistance aspect of the program, where the property involved is a single-family house, the property owner may qualify for a Redevelopment Agency-granted loan or grant for up to $5,000 to cover various housing improvement expenses. (See Program discussion for clarification). In the future, the City may wish to also provide similar assistance to apartment owners. Moreover, in general the scope of current code enforcement efforts may be expanded by starting the now-dormant multiple-family inspection and/or real property records report process and/or related ordinances, programs, and procedures, all of which would strive to identify and abate the greatest possible number of serious housing-related code violations and nuisances. If or when the program is expanded, however, the City should ensure that any new fees and/or procedures imposed on property owners (including code violators) are reasonable. As part of a broadened housing-related code enforcement effort, as stated in Section "B4" above, the City may attempt to better coordinate activities among its departments and divisions because the nature and extent of recent structural, occupancy, and other problems tend to transcend traditional "planning" and "building and safety" purviews. Also, as previously stated, the City may focus code enforcement resources and efforts in areas/neighborhoods with notably high concentrations of identified violations/problems. Lastly, it should be noted that code enforcement has no impacts whatsoever on new housing construction.

11) Limited environmental constraints

a) Background facts - Although most of Covina is relatively flat and, according to the Safety Study, has very limited seismic and flooding problems, the southern portion of the community (which is primarily built-out anyway) is hilly and, therefore, not conducive to future affordable housing development. This is because the high site improvement and construction costs associated with development in a hilly area tend to yield upper income dwelling units.

b) Analysis - Topographic factors represent a natural affordable housing constraint. However, historically in Covina, medium and high density development areas have been focused away from the hilly districts. Therefore, this is not considered a major issue.

12) Limited infrastructure and service constraints

a) Background facts - According to discussions with and correspondence obtained from Covina-serving utility companies and City and County public works departments, Covina currently has no

identified major utility or public service problems or infrastructure deficiencies. (The County supplies sewer services to the City and road maintenance in the unincorporated areas--which affect the municipality.) In general, the proposed amount of growth (see Land Use Study or Section "E7" below) can be accommodated with adequate services and infrastructure. The only exceptions to this are the City's streets, parks, and emergency services. Although not all streets are in need of repair or replacement, according to the City's Engineering Services Division, many are in poor condition and will have to be reconstructed in the near future. Also, the City's General Plan Traffic Study recommends widening some of the major thoroughfares to accommodate added traffic. Thus, it is conceivable that the condition of City streets could, to a certain degree, constrain future growth. Also, as discussed in the Land Use Study and in Section "F5" below, Covina has a serious park/open space deficiency that, primarily because of tremendous past and future medium and high density development, has been and will continue to be exacerbated and therefore should be addressed. As stated in #7 above, a special tax to fund future open space expansion and development may be in order. Lastly, a major increase in population, according to the City's Police and Fire Chiefs, would warrant significant additional emergency services personnel and equipment.

b) Analysis - The City should monitor the impact that future growth will have on all facets of its infrastructure and service network. Regarding streets, the City will have to prioritize needed repairs and carefully consider necessary widenings. Also at some future time, strategies to mitigate the parkland deficiency and potential emergency services operations shortfall should be explored. Although all of these matters warrant consideration, according to Covina Department/Division heads, currently none are critical or life threatening in nature, however.

13) Other governmental agencies

a) Background facts - The City is faced with various mandatory and advisory plans from County, regional, and other agencies, such as the Air Quality Management Plan (AQMP), Congestion Management Program (CMP), the Regional Mobility Plan (RMP), the Growth Management Plan (GMP) and the just-completed Regional Comprehensive Plan (RCP). These plans direct and/or suggest that Covina reduce citywide Vehicle Miles Travelled (VMT) and implement various congestion relief measures. In order to reduce locally generated traffic and meet other regional objectives, the regional plans highly recommend that cities adopt policies to increase the local job base. Covina lies within what is considered a "housing rich/jobs poor" subregion, and regional plans, either directly or indirectly, stress the importance of the "jobs/housing balance" concept (meaning, in Covina's case, the maintenance and expansion of as many City jobs as possible) as a means for addressing southern California's worsening congestion, circulation, and air quality problems. (See Section "E8" of this report and topical pages of the Land Use Study for clarification.) Therefore, focusing on future traffic congestion mitigation and job creation could constrain the City's ability to provide housing in the sense that much of the commercial- and industrial-designated land would have to be maintained.

b) Analysis - Regarding the regional planning directive to reduce citywide VMT, mitigate traffic congestion, and expand the local job base in order to improve the area's jobs/housing ratio, the City could attempt to strike a balance between VMT reduction and job growth and housing development. Whatever direction is pursued, it appears that some type of jobs retention and creation policy orientation would be appropriate to comply with the regional mandates as well as to bolster the City's general economic base, expand sales tax generation potential, and maintain Covina's image as a good place to work, shop, and patronize as well as to live. One viable approach to this matter would be a comprehensive economic development program.

14) Funding limitations

a) Background facts - The City and Redevelopment Agency have limited monies available for housing programs. Thus, it is probable that some identified needs will not be fulfilled. Much of the

housing funds come from the redevelopment Agency budget and, because of existing City Council policy orientations and administrative obligations, it appears unlikely that any significant general fund monies, the City's chief financial reservoir, would be diverted for housing purposes. Also, the general condition of the State and Federal budgets indicates that no major inter-governmental infusion of housing funds is imminent.

b) Analysis - Funding limitations mean that the City will have to prioritize its housing needs and spend its monies in the most cost effective manner. For example, spending money on code enforcement activities is widely regarded as more efficient than having no code enforcement and dealing with abandoned buildings. Much analysis in this area should be explored. Also, the City/Redevelopment Agency should seek out whatever program funding is available, such as the limited Federal Community Development Block Grant (CDBG) funds.

15) Schools

a) Background information - As of today (late 1992/early 1993) Covina's two public school districts are able to accommodate the City's school-age population, despite several 1980s school closures (that resulted from a changing demographic structure and accompanying declining enrollments). However, if more schools are closed and if the amount and type of future residential construction creates a larger childbearing population, then the number of remaining schools could constitute a constraint.

b) Analysis - Past and recent school closures could pose a constraint on future Covina housing development from the standpoint of deficient educational resources (leading to classroom overcrowding) as well as insufficient recreational facilities. The City should monitor this issue and, if necessary, make appropriate recommendations to school officials. It must be emphasized, however, that, according to Planning contacts with the two school districts that serve Covina (Covina Valley Unified and Charter Oak Unified), currently there is an adequate number of educational facilities.

c. Nongovernmental constraints

Although local governments have less control over nongovernmental constraints, cities nevertheless must analyze these factors to determine where responses are warranted to mitigate any identified problems, abnormalities, or deficiencies. Nongovernmental constraints are defined here as key housing related costs that are shaped by market forces and that are paid by developers or prospective home buyers, namely the costs of land, construction, and financing. These factors, which are elaborated on and analyzed in a same-section format below, typically constitute major housing constraints.

1) **Cost of land** - The cost of land is often a key determinant in the price of new homes and rents. Because of decreasing vacant, developable land, density intensification pressures, real estate speculation, and general market forces, land values have risen dramatically in Covina over the past twenty five years, though fortunately not quite as high as in, for instance, "Westside" communities such as West Los Angeles and Santa Monica. The Planning Division's informal surveys of local developers and real estate officials as well as information obtained through general research revealed that the cost of Covina land typically ranges from $10.00 to $20.00 per square foot. (By comparison, in many Westside areas--such as West Los Angeles, Westwood, and Santa Monica--land typically ranges from $50.00 to $100.00 per square foot, if not more.) Often times, this translates to $400,000 to $800,000 per acre. In addition, many developers have informed the Planning Division that their per unit multi-family and condominium land costs range from $50,000 to $60,000. High land values preclude affordable housing development in that the rental rates or sale prices must be high enough for a developer to make a reasonable profit.

2) **Cost of construction and development financing** - This is a broad category that includes all materials and labor involved in putting together a dwelling unit as well as finance charges and miscellaneous expenses. Generally, the cost is around $60.00 to $80.00 per square foot. Basic financing

costs are not known, though they have increased dramatically in recent years, and housing development can be adversely affected when interest rates rise. In fact, one of the biggest constraints on the development of affordable housing is the difficulty in obtaining low interest construction financing. Taking all land, construction, and financing costs into consideration, the total per unit cost in developing a typical single-family detached home in Covina is approximately between $140,000 and $180,000. For all types of housing, then, these costs are manifested in high home sales prices and rents, which, then, translate to major constraints in the provision of affordable housing. An in depth discussion and analysis on housing prices and rents is presented in Section "C4" above.

3) **Interest rates relating to potential homebuyers** - Rising interest rates also, of course, impact the ability of current and prospective homeowners to maintain or purchase adequate, affordable housing. Fortunately, interest rates have decreased considerably since the early '80s. As of late 1992, typical fixed rates in the Los Angeles area were around 9.0%. Relating this to incomes, in order to afford homes priced at $212,000, $191,000, $170,000, and $149,000 with a fixed interest rate of 9.0%, a 33% housing ratio, a 5%-7% consumer debt, and 20% down, respective minimum monthly gross incomes would be approximately $5,000, $4,500, $4,000, and $3,500. (This is according to information provided by one major financial institution.) Unfortunately, a great deal of the financing now is at a variable rate. Any rise in any type of interest rate both precludes many potential first-time buyers from making purchases and increases the monthly payment burden for existing lower and middle income homeowners.

4) **Redlining** - To date, the Planning Division has not detected any--nor has it been informed by any developers, homeowners, or real estate officials of--redlining or illegal, discriminatory lending and construction financing practices by banks. In other words, financing appears available in all areas of the community, for all types of projects, for all purposes, and to all economic segments. So while redlining currently does not constitute a constraint, lending practices should be monitored to ensure in the future that problems do not arise.

Again, the City has little control over non-governmental constraints because generally these factors result from an interplay of national, State, and regional economic factors and decisions. However, local government land use, density, and development policies and standards can of course influence land values and decisions made by various officials in the private sector. Therefore, Covina's housing program should focus on mitigating burdensome governmental constraints, where possible, and should address housing market factors only during unusual conditions, such as notable property value changes or any identified redlining.

3. Energy Conservation Opportunities

In the housing element update process, State general plan law also requires cities to analyze "opportunities for energy conservation with respect to residential development." The State's intent here is to ensure that local governments consider incorporating various energy conservation measures and requirements into their residential development approval process to curtail the consumption of nonrenewable resources and to reduce overall housing costs by lowering heating and cooling bills.

The following are various measures the City of Covina currently undertakes as part of its development plan review process that reduce energy consumption and costs.

a. The accommodation and promotion of multiple family and condominium complexes (or cluster developments) in various parts of the community.

b. Private property landscaping standards (which provide shade).

c. The enforcement of State residential energy conservation standards.

Also, Southern California Edison and the Southern California Gas Company, through their respective "Welcome Home" and "Five Star Energy Saver" programs, work with local developers to provide energy-

efficient new housing. Here, the utility companies provide financial incentives to local developers to incorporate energy saving features such as "high-efficiency" heating and air conditioning systems, "heavy duty" wall insulation, and added weather stripping around doors and windows. Participating developers receive incentives based on the degree to which a particular component exceeds the State's minimum energy standards. According to Edison and Gas Company officials, these programs have been used frequently by Covina builders, and the programs provide Covina with energy-efficient units that exceed State standards without the expenditure of any public funds.

It should be noted that although the City currently does not have any type of solar ordinance, the Land Use Inventory revealed that 45 single-family detached homes and 192 apartment units (4 complexes) were equipped with solar heating facilities. (The actual number of dwelling units with solar facilities probably is higher because the Land Use Inventory only was able to identify solar equipment visible to public view.) What effect the current solar-equipped residences have on overall City energy reduction efforts is not known.

In the future, the City will monitor all of its energy conservation measures and make amendments or adjustments, where necessary. Also, an appropriate policy and program response is warranted.

4. Existing and Potential City Nonconforming Uses

Over the course of implementing a general plan, a community must decide how to handle its major or, as defined in the Covina Zoning Ordinance, "detrimental" nonconforming uses, if any exist. A major/detrimental nonconforming use, as also explained in the Land Use Study, is one that is not permitted in the underlying zoning district but was once legal and therefore can continue on an amortized basis for a specified period. An example of a major nonconforming use is an old single-family residence with M-1 zoning (light manufacturing) that is surrounded by new industrial buildings. Expansion potential of nonconforming uses is restricted, and the length of the use/building amortization period depends on the structure type. (According to State law, the removal of a nonconforming building is a property owner responsibility.) Although nonconforming statutes technically are a function of zoning administration, the matter is discussed here because zoning districts by definition closely relate to or must be consistent with general plan land use designations. Therefore, for a particular group of houses, if the City's Land Use Plan designates the subject area as "Industrial," then the homes essentially would be considered nonconforming. In the Covina General Plan update, these major nonconforming uses are distinguished from nonconforming activities that, again as defined in the City Zoning Ordinance, are minor or "nondetrimental" in terms of relating to surrounding uses. An example of a minor nonconforming use is an apartment complex in an appropriately zoned ("RD") district that contains a greater number of dwelling units and a lower number of parking spaces than currently permitted. In this case, the apartment could continue functioning indefinitely, though any changes/additions would have to meet present standards.

The Planning Division Land Use and Housing Inventory identified 250 major nonconforming housing units, which was comprised of 74 single-family detached houses and 176 multiple-family units (9 complexes). A typical nonconforming house is an old wood-frame structure in or near the downtown that lies within one of the two Town Center Commercial Zones or the Industrial Zone. The nonconforming apartment facilities also are typically situated in and around this area, and they vary from small duplexes to 76-unit complexes and are generally zoned "R-1" or "commercial." In many cases Covina's major nonconforming units are not well maintained, disturb neighborhood character, preclude potential viable economic activity, and/or adversely impact land use continuity. Therefore, the City generally welcomes their removal. But because of typical nonconforming unit location, age, and condition, they may constitute a small proportion of the community's low cost or affordable housing stock. In handling these situations over the years, the City Council, to avoid potential personal hardships, has allowed the nonconforming uses to continue indefinitely, thereby not enforcing the applicable portion of the Zoning Ordinance. Therefore, many of the now-nonconforming residences technically should have come down (again, at property owners' expenses) year's ago.

It must be noted that nonconforming housing in the County area is not analyzed here because the focus of most of this Study is on the now-City limits and because the conforming status of many "unincorporated"

buildings could not be verified based on the City's analysis of Los Angeles County's Zoning Ordinance. Generally, the City has the legal authority to deal with County nonconforming uses only during and after annexation proceedings.

According to the Planning Division's proposed Land Use Plan, 73 additional dwelling units would be made "major" nonconforming. The units in this grouping are 12 houses, 3 condominium/townhouse complexes, totalling 38 units, and 3 apartment facilities, equating to 23 units. Therefore, when combined with the number of existing nonconforming units (250), the City may have 323 major nonconforming dwellings. Approximately three-quarters of the 323 units are situated in and around downtown. The City will need to make a policy decision as to how nonconforming units will be handled in the future, particularly relating to balancing revitalization and economic development necessities with affordable housing preservation. (The land use aspects will be discussed during Land Use Element update activities.) This matter is of particular relevance because the Planning Division estimates that about two-thirds of the nonconforming residents are lower income.

Also, the community will have to decide whether single-family residences should continue to be allowed in areas zoned for apartments and condominiums and designated medium or high density on the General Plan. Currently, there are 266 houses that fall under this category, and the proposed General Plan would add about 6 units to this total. In addition, two of Covina's five mobile home parks are designated "Industrial" in the General Plan and Zoning Ordinance, though the parks are not nonconforming because currently mobile home facilities are allowed in the "M-1" Zone by the conditional use permit process. As proposed in the future Land Use Plan, the City should designate one of the facilities "medium density" and may wish to make the other, which is heavily deteriorated, nonconforming. However, perhaps the deteriorating mobile home park could be designated "residential" and improved. This possibility is explored in the program section below.

Because there is an obvious legal and administrative need for the General Plan to be consistent with the Zoning Ordinance and to implement the General Plan in an orderly fashion, of which zoning administration is a key component, and because of above-mentioned physical, land use compatibility, and economic development betterment obligations, the City, where necessary and/or appropriate, may wish to consider abating its major nonconforming uses. However, care must be taken to ensure that amortization provisions are reasonable, effected residents are treated fairly, and the City's effort to preserve its affordable housing stock is not greatly undermined. The many above-described minor nonconforming properties in Covina are much less a concern and, accordingly, from a policy standpoint, the City may wish to simply call for their continuation (and property maintenance upkeep--again, primarily for affordable housing preservation).

5. Condominium Conversions.

As of this writing, there have not been any identified condominium conversions in the City of Covina. Although the City does not have a condominium conversion ordinance per se, any apartment owner desiring to undergo such a conversion would have to bring the complex up to all current Planning and Engineering condominium/townhome standards. In most cases, particularly regarding older facilities, this will be difficult, if not impossible, to accomplish. Therefore, in terms of preserving Covina's "affordable" apartment units, potential condominium conversions are not seen as a concern either now or in the future.

6. Current and Future Housing Constructing Activity and Demolitions

As stated in the Land Use Study, since 1980, Covina's total dwelling unit count increased by 27%, from 12,614 to 16,020. This growth has consisted of:

a. A few 2- to 7-lot single-family detached subdivisions and one 39-lot development.

b. Many 3- to 15-unit apartment complexes, a few around 15 to 50 units, and one 200+ unit development (densities generally between 20 and 30 units per acre). Also, there was one 140-unit lower income senior citizen complex constructed.

c. Several medium to large size condominium and townhouse complexes, which generally range from 20 to 150 units and with densities typically around 12 to 15 units per acre.

d. Annexations from Los Angeles County territories.

Generally, recent construction projects, which have been built at various locations, have consisted either of "infill" construction or developments erected on vacated school, utility company, or City properties. On average, over 100 units per year went up during the '80s. Because most of the development was comprised of apartments, condominiums, and townhouses, the cumulative impact of this new residential development was to magnify Covina's transformation from a predominantly single-family detached to a varied dwelling unit type residential community. Over the past three years, however, because of the national economic slowdown, much less development occurred than during any three year period going back to the early 1980s. As of late 1992, only 6 apartment or condominium/townhouse complexes were going up or being reviewed by the Planning Division.

The amount and location of future development will, of course, be shaped by the adopted Land Use Plan and its accompanying density standards. But other factors will come into play too: demographic shifts, expansion of various employment centers, commuting patterns, market demand, economic factors, future available surplus land, annexations, and Covina's image and appearance. It is not known how many dwelling units will be built or at what rate. Most likely, there will be a continuation of the recent pattern--predominantly apartment and condominium complexes with few single-family detached tracts built on now underutilized lots and surplus properties. Section "E7" below shows Covina's projected build-out numbers according to the proposed density limits.

In terms of demolitions caused by private development, up to this point, the City has not had any official policy or strategy for dealing with the matter. Most demolitions in Covina consist of old houses, many having been built before World War II. According to information on file in the City Planning Division, since 1980 on average 5-10 units are demolished each year. Because the depletion of the affordable housing stock caused by this activity is not a serious problem, the City does not believe that a programmatic response is warranted as of revised Housing Element preparation. Moreover, the California Government Code does not require local governments to prepare demolition procedures. (The matter is optional.) The City of Covina believes that the benefits associated with the physical and economic recycling and reinvestment that occurs when new medium- and high-density housing is constructed generally outweigh the costs associated with demolishing old, often deteriorating homes. (It should be noted, however, that when a dwelling unit is demolished in conjunction with certain public redevelopment agency activities, relocation assistance is required, in accordance with State redevelopment law. However, up to this point, the Covina Redevelopment Agency has not pursued this course of action because of a long-standing policy to refrain from condemning residential properties in the course of carrying out its activities.) But the City may wish to adopt general "demolition" policies in the future if a greater number of dwellings are torn down or to deal with nonconforming uses, which was mentioned in the previous section. Regarding the first scenario, however, it is unlikely, at least over the next 25 years, that large-scale demolitions of apartments (the bulk of Covina's affordable housing) will occur because many complexes are nonconforming in terms of densities (minor nonconforming uses), and therefore would have to be rebuilt with less units than had previously existed (i.e., an obvious developer financial disincentive).

7. Current and Proposed Housing Unit and Population Build-Out Figures

As a framework for Covina General Plan update discussions and analyses, three growth scenarios are utilized. They are: 1) status quo/existing General Plan, 2) moderate growth/proposed General Plan, and 3) high growth. Refer to Section "L" of the Land Use Study for a detailed discussion on the theory, rationale, assumptions, and methodology involved in formulating these alternatives.

Generally, for comparative plan review and environmental impact analysis purposes, three scenarios were desired, two of which had to be the status quo/existing Land Use Plan and the desired/ "moderate growth"

plan. A derivative of the recommended scenario, the "high growth" alternative, was thus established to round out the framework. In accordance with City Council, Planning Commission, and Covina resident input made during overall General Plan update citizen participation activities (refer to Section "J" below), as touched upon earlier in this section, proposed densities (again, Scenario 2) have been reduced compared to current limits. This reduction, however, has been accomplished in a manner that neither affects the City's ability to address the intent of its applicable regional housing needs obligation nor greatly infringes on private property rights. Regarding regional housing needs, as discussed in Section "F" below, Covina has adequately addressed its share of regional housing needs by having allowed to be constructed a few hundred dwelling units and by identifying various potential housing sites. Pertaining to property rights, the City has determined that this land use proposal will affect only about 11% of Covina's to-be-designated medium and high density properties, specifically those that currently are vacant or underutilized. (Most medium- and high-density designated lots are already developed to their density limits anyway. Also, the current Zoning and Design Guidelines development standards, which have been greatly increased in recent years, had basically precluded attainment of the previous Land Use Plan's maximum permitted densities, which pertained to the "high" category and dates back to the late 1950s. Therefore, a change in density limits has been made here to resolve an inconsistency between the City's Zoning Ordinance and previous General Plan as well as to best acknowledge and strive to achieve overall community-desired goals, objectives, and conditions.)

Table 63 below illustrates the theoretical dwelling unit and household population build-out figures for Covina's proposed Land Use Plan and, for comparative purposes, the existing Plan.

TABLE 63. THEORETICAL DWELLING UNIT AND POPULATION BUILD-OUT FIGURES FOR PROPOSED COVINA LAND USE PLAN AND EXISTING PLAN

RESIDENTIAL LAND USE CATEGORY	PROPOSED BUILD-OUT FIGURES (SCENARIO 2)			EXISTING BUILD-OUT FIGURES (SCENARIO 1)		
			CITY/INCORPORATED			
	ACRES	UNITS	POPUL.	ACRES	UNITS	POPUL.
1. Low	1,805.8	9,889	27,145	1,800.9	10,485	28,781
2. Medium	196.0	2,744	7,532	402.1	8,202	22,514
3. High	239.6	5,272	14,472	34.0	1,374	3,772
* Subtotal	2,241.4	17,905	49,149	2,237.0	20,061	55,067
			COUNTY/UNINCORPORATED			
	ACRES	UNITS	POPUL.	ACRES	UNITS	POPUL.
1. Low	1,285.0	5,899	16,193	1,313.3	6,413	17,604
2. Medium	70.2	983	2,698	97.5	1,989	5,460
3. High	53.2	1,171	3,214	0	0	0
* Subtotal	1,408.4	8,053	22,105	1,410.8	8,402	23,064
			PLANNING AREA/TOTAL			
	ACRES	UNITS	POPUL.	ACRES	UNITS	POPUL.
1. Low	3,090.8	15,788	43,338	3,114.2	16,898	46,385
2. Medium	266.2	3,727	10,230	499.6	10,191	27,974
3. High	292.8	6,443	17,686	34.0	1,374	3,772
* Total	3,649.8	25,958	71,254	3,647.8	28,463	78,131

NOTES:

1. Densities for scenario #1 are 0-6.4, 6.5-20.4, and 20.5-40.4 dwelling units per acre; densities for scenario #2 are 0-6.0, 6.1-14.0, and 14.1-22.0. It should be noted that all low density maximum dwelling unit numbers have been adjusted to reflect the lower density character of Covina Hills. Specifically, maximum residential densities in this area are computed at two units per acre.
2. Residential acres consist only of properties expected to be residential in future. (Refer to Land Use Study for clarification.)
3. Population estimates based on State Finance Department 2.745 person per household figure.
4. Incorporated and unincorporated boundaries based on current City and Sphere of Influence Limits. (See Maps 2 and 3 for clarification.) The County and planning area numbers have been included for informational purposes.
5. The population figures are household counts only (i.e., residing in regular dwelling units), they not being inclusive of persons living in group quarters facilities. Pertaining to the proposed build-out scenario, for example, the projected group quarters population is 666. Thus, the actual total theoretical population projection at build-out could be interpreted to be 49,815.

It should also be noted that the above dwelling unit and population figures are theoretical capacities, created primarily for discussion and alternative plan comparison purposes only. Actual build-out numbers, which are based on some combination of the extent of general plan implementation, annexations, future social, demographic, and economic conditions, and future market demand and community image and vitality, are not known but, according to various planning resources and generally accepted planning methodology as well as region-wide trends, typically is around 80% of capacity. This means that the actual maximum numbers of dwelling units and residents could be interpreted as, respectively, 17,528 and 48,114. (It should be noted, however, that these projections do not consider additional dwelling units that could be created in accordance with two below-described housing programs, Second Unit (on single-family lots) and Density Bonus.)

Some jurisdictions refer to the "probable" build-out figures as the "effective plan capacity," as opposed to the "theoretical capacity." Because of the wide degree of variance between both capacities and because of major distinctions among all cities, the Covina Planning Division believes it is appropriate to focus on the theoretical numbers to facilitate alternative plan long term build-out and accompanying environmental review evaluation by incorporating "most extreme case" scenarios. However, regarding the Section "F" discussed identification of potential housing sites, "probable" figures are employed because it is believed that they most fairly address the intent of State housing policy regarding unmet future housing needs.

Table 63 shows that the theoretical dwelling unit and household population build-out counts for the proposed Land Use Plan (17,905 and 49,149) both are 10.7% below the comparable figures for the existing Plan and, respectively, 11.8% and 14.7% above the current (1992) estimate. (At 80% of capacity, the above-noted "probable" development factor, the potential dwelling unit and household population increases would be, respectively, 9.4% and 12.3%.) As stated in Section "K" of the Land Use Study, the general rationale behind the proposed residential land use strategy was, in accordance with various solicited views and input, to retain single-family detached as the dominant residential use while focusing medium and high density developments (apartments, condominiums/townhouses, and mobile home parks) in districts already established with these uses such as in and around the downtown and along certain major streets. Where appropriate, in a few instances medium or high density classifications have been applied to now-low density areas or properties that would more logically be used for apartment or condominium purposes. Conversely, the apartment or condominium designations have been removed from "isolated" complexes--or buildings with no strong linkages to similar or to commercial uses. Overall, the strategy was to reduce slightly existing densities while permitting moderate growth and retaining key affordable housing resources such as apartments and mobile home parks. For clarification on this matter, refer to the proposed Land Use Map and see Section "L" of the Land Use Study.

8. Existing and Future City Jobs to Housing Ratio

A jobs to housing ratio is simply the proportional relation of jobs to housing in an area. For example, a community with 30,000 jobs and 18,000 dwelling units has a jobs to housing ratio of 1.67. The jobs-housing balance concept is an important component of the Southern California Association of Governments (SCAG's) overall strategy for mitigating the Los Angeles area's growth related transportation, environmental, land use, and related problems. SCAG carries out this strategy through City-recommended jobs-to-housing ratio targets or goals in its Growth Management, Regional Mobility, and Air Quality Management Plans. Refer to Section "J" of the Land Use Study for detailed background discussions and analyses on SCAG's plans and on the jobs to housing ratio concept. The presentation and analysis below summarize this topic and emphasize how a SCAG-recommended jobs-to-housing ratio concept relates to potential Covina housing policy.

According to the Growth Management Plan, which is the backbone of SCAG's jobs-housing efforts, Covina lies within a subregion (East San Gabriel Valley) that is housing rich and jobs poor. In order to "balance out" this ratio or to obtain more jobs in the area, SCAG strongly recommends that East San Gabriel Valley cities fulfill a 1.25 jobs-to-housing ratio performance goal--meaning that, on average, for every net dwelling unit added to a jurisdiction's housing stock, 1.25 new jobs should be created. Conversely, subregions with greater concentrations of jobs than housing are assigned targets that would boost housing growth. Technically, an area's jobs and housing are in balance when the area has enough employment opportunities for most of its residents and enough housing for most of its workers. In other words, to the greatest degree possible, a community should attempt to ensure that the type of jobs or housing units created match the needs of local residents or businesses.

The basic theory behind this measure is that by more closely linking housing and jobs within particular areas, excessive traffic congestion, air pollution problems, and regional land use imbalances would be mitigated. Although the jobs-to-housing goal concept is advisory in nature, SCAG believes the matter is an important complement to mandatory measures of the Air Quality Management Plan and the Los Angeles County Transportation Commission's Congestion Management Program. (Again, refer to Section "J" of the Land Use Study for clarification on these and other regional plans.) The timeframe for the current

jobs/housing balance implementation effort is the same as the above-mentioned SCAG Regional Housing Needs Assessment, 1989-1994. (It should be noted that in recent SCAG documents and correspondence, jobs/housing balance attainment is referred to as vehicle miles travelled (VMT) reduction, though both terms serve essentially the same purpose. When the numbers of jobs and housing units are "balanced" in a subregion and various congestion relief measures are adopted, vehicle miles travelled on the roads and freeways are reduced, which alleviates traffic congestion, air pollution, and other problems.)

To best implement jobs/housing balance measures, SCAG recommends that cities incorporate topical goals, policies, and/or standards in their general plans and zoning ordinances. For example, in the case of a city like Covina, which lies within a jobs-deficient subregion, the community could incorporate in its general plan policies to encourage the preservation and enhancement of the local commercial and industrial areas/land uses for job retention purposes. As stated throughout the Land Use Study and Land Use Element, Covina intends to pursue this approach as well as to enact some type of economic development program.

As of 1990, the date of the most recent figures, Covina's jobs-to-housing ratio was 1.74 (the quotient of 27,762 total jobs and 15,920 dwelling units.) Table 64 below shows how this figure compares with surrounding cities' ratios.

TABLE 64. JOBS-TO-HOUSING RATIOS FOR COVINA AND SELECTED EAST SAN GABRIEL VALLEY COMMUNITIES, 1990

	CITY	JOBS TO HOUSING RATIO	POPULATION	NUMBER OF JOBS	NUMBER OF HOUSING UNITS
1.	Azusa	1.56	41,333	20,641	13,232
2.	Baldwin Park	1.10	69,330	18,933	17,179
3.	Claremont	1.06	32,503	11,514	10,831
4.	COVINA	1.74	43,207	27,762	15,920
5.	Diamond Bar	.79	53,672	14,032	17,664
6.	Duarte	1.03	20,688	6,969	6,758
7.	Glendora	1.11	47,828	18,800	16,876
8.	La Puente	1.11	36,955	10,339	9,285
9.	La Verne	.83	30,897	9,230	11,113
10.	Pomona	1.36	131,723	52,384	38,466
11.	San Dimas	1.34	32,397	15,410	11,479
12.	Walnut	.89	29,105	7,191	8,091
13.	West Covina	.94	96,086	29,262	31,112
	Average	1.14	51,210	18,651	16,000

It is interesting to note that Covina has a higher ratio than all 12 other comparable cities. Table 64, along with other facts and figures presented above, illustrates that Covina is a balanced community in terms of the relation of its number of housing units and variety of dwelling types to its large number and type of employment opportunities. (Section "C2" above illustrated that the City's job base was fairly well diversified.) Also, Covina's high proportion is indicative of longstanding City government and Redevelopment Agency policies of allocating ample land for commercial and industrial uses and of encouraging the retaining and reinvesting of varied office, retail, and light manufacturing businesses to bolster the local economy and improve Covina's image. Therefore, in terms of complying with SCAG's jobs-to-housing balance policy, Covina already has greatly accommodated job growth. But according to SCAG, it will be important to maintain the job retention and creation emphasis in the future as well. The needs to focus on job growth and to ensure that future services and infrastructure can accommodate growth will necessarily constrain the City in meeting all SCAG future "fair share" housing goals, however. (This matter was mentioned in the above "constraint" discussion.)

Referring back to Table 64, it is also interesting to note that the average ratio is 1.14, which is above the 1984 (most recent) figure for the entire (east San Gabriel Valley) subregion. This could be and indicator of increasing "balancing" or job growth in the area. According to SCAG, the east San Gabriel Valley would achieve jobs/housing balance when the overall regional figure would reach 1.22.

Table 65 below shows how Covina's numbers of jobs and housing units and the corresponding ratio changed during the '80s.

TABLE 65: CHANGES IN JOBS AND HOUSING UNITS AND IN JOBS-TO-HOUSING RATIO DURING 1980s FOR COVINA

	YEAR		1980-1990 CHANGES	
ITEM	1980	1990	NUMERICAL CHANGE	PERCENTAGE INCREASE
Jobs	22,850	27,762	4,912	21.5
Housing	12,614	15,920	3,306	26.2
J/H Ratio	1.81	1.74	1.49	

Therefore, during the '80s, Covina's jobs creation to housing development ratio was 1.49. This is above the 1.25 average annual target recommended by SCAG and discussed above. Interestingly, despite Covina in 1990 having the highest jobs to housing ratio in the area and despite the City gaining almost 5,000 jobs in the 1980s, Covina's ratio actually declined slightly during the decade primarily because of the great deal of medium and high density residential development that occurred. (Although the amount of '80s job growth attributable to annexations is not known, it is believed that very little evolved out of this process.) However, because of changing City circumstances and views, fiscal realities, and worsening regional congestion, the City believes that it is now appropriate to focus on economic development, while permitting only moderate residential growth, in a manner consistent with the accompanying Housing and Land Use Element document's goals, objectives, policies, Land Use Plan, and programs. Therefore, again, Covina's obligation to maintain and expand its employment base is an important matter and will, at lest to a certain extent, constrain the fulfillment of RHNA/regional housing future needs.

Lastly, it should be pointed out that a greater percentage of Covina's residents work in the City than was the case in previous periods. For example, according to Planning's 1989 questionnaire, over 25% of the respondents lived in Covina. A 1969 City-conducted special census identified this figure as approximately 17%. For an east San Gabriel Valley community, the "25% factor" is believed to be a relatively high percentage.

9. Summary of Key Facts

a. According to the 1990 Census, Covina's total, owner- and renter-housing vacancy rates were, respectively, 3.6%, 1.0% and 5.5%.

b. The Southern California Association of Governments (SCAG) believes that "ideal" owner and renter vacancy rates are, respectively, 2.0% and 5.0%. Theoretically, vacancy rates stabilize housing costs and bolster a local economy by providing housing opportunities for employees in existing, new, and expanded businesses.

c. Compared to surrounding cities, Covina's "owner" vacancy rate is on the low side while the "renter" figure is higher than average.

d. There are several governmental factors, documents, codes, procedures, and fees that in some cases could either constrain or totally preclude affordable housing development and/or the maintenance, improvement, and development of housing in general. These factors, such as the General Plan, Zoning, Building codes,

Design Guidelines, and plan review procedures, should be studied, and, where appropriate and practical, improved and streamlined. It must be noted, however, that in certain instances, changes will not be possible because of a strong need to preserve public health, safety, welfare, and community appearance and image and because of existing policy directives and program commitments.

e. The identified nongovernmental constraints, which interfere with housing from a variety of standpoints, generally are the cost of land, the cost of construction and development financing, and interest rates. Although the City has less control over these constraints than the governmental ones, the nongovernmental factors will be monitored.

f. In accordance with State law, the City incorporates various energy conservation measures and requirements into the residential development approval process, such as cluster dwelling units, private property landscaping, and applicable building code standards.

g. As of 1992, there were 250 major or, as defined in the Covina Zoning Ordinance, "detrimental" nonconforming housing units (such as an old wood-frame house in an area currently designated "industrial"), and the new General Plan Land Use Plan, if adopted as proposed, would add 73 units to this category. Although "detrimental" nonconforming properties may constitute a small proportion of Covina's affordable housing stock, they, among other things, disturb neighborhood character and adversely impact land use continuity, and, therefore, where necessary and/or appropriate, the City may wish to consider their abatement in a reasonable, fair manner.

h. Condominium conversion is not a major issue/problem in Covina because of there not being any past conversion activity and because of the difficulty in meeting City standards to qualify for the process.

i. Most of Covina's recent or post-1970s residential development has consisted of "infill" construction and developments erected on vacated school, utility company, or City properties. New buildings have been erected all over the City.

j. Small- to medium-size apartments, condominiums, and townhomes have comprised most of the recent dwelling unit additions. The cumulative impact of this new residential development has been to accelerate Covina's transformation from a predominantly single-family detached community to a City with a variety of housing opportunities.

k. Although a few old houses and other residential dwellings are demolished each year to accommodate new medium and high density developments, this activity is not seen as a major problem or depletion of the City's affordable housing stock. It is believed that the overall benefits derived from this type of residential reinvestment and recycling far outweigh any costs associated with the annual displacement of a few households.

l. Covina's proposed General Plan is based on 17,905 dwelling units and 49,149 persons (household count--excluding 666 group quarters residents) at build-out. Compared to current (1992) figures, these numbers represent increases of, respectively, 11.8% and 14.7%. However, the figures are entirely theoretical in nature, the actual build-out numbers being based on the extent of General Plan implementation, annexations, future social, demographic, and economic conditions, and future market demand and community image and vitality. Typically, the actual build-out is about 80% of the theoretical projection/capacity.

m. Regarding the type of future development, there will probably be a continuation of the recent pattern, which is predominantly apartment and condominium/townhouse complexes with a few single-family detached tracts built on currently underutilized lots and surplus properties.

n. A community's jobs-to-housing ratio is an important statistic, according to regional planning agencies such as SCAG. In "housing rich" areas such as the east San Gabriel Valley, maintaining a high ratio of jobs to housing units theoretically reduces traffic congestion and air pollution problems and regional land use

imbalances. Regional planning agencies advise cities to adopt jobs-to-housing policies in their general plans, such as preserving industrial- and commercial-designated areas. Generally, over the years Covina has already followed this direction.

o. As of 1990, Covina's jobs-to-housing ratio was 1.74 (27,762 total jobs and 15,920 dwelling units). This figure is higher than ratios in all comparable east San Gabriel Valley communities, meaning that Covina is balanced in terms of the relation of its number of housing units to employment opportunities.

p. Because of the tremendous amount of apartment and condominium/townhouse development that went up during the '80s, the City's jobs-to-housing ratio during that decade actually declined from 1.81 to 1.74, the 1990 figure.

F. ANALYSIS OF POTENTIAL HOUSING SITES FOR ALL INCOME LEVELS AND RELATION TO ZONING AND PUBLIC FACILITIES AND SERVICES

1. General Information

According to housing element law, a community must analyze within its boundaries all vacant and underutilized residential and nonresidential zoned/designated land that either could be developed with new or redeveloped with intensified residential uses. This analysis, in theory, assists the City or County in establishing the maximum number of dwelling units, at different economic levels, that could be built and in addressing, to the greatest extent possible, the RHNA future housing/construction needs. It will be recalled from the RHNA discussion in Section "D3a" that over the course of the 5-year housing element period State law requires a community to address and, to the maximum degree, meet RHNA-assigned housing unit construction targets pertaining to the very low, low, moderate, and upper income categories. When a city's 4-category quantified or development objectives meet the RHNA numbers, then all minimum required future housing needs obligations have been fulfilled.

The State's intention here is to require local governments to make a reasonable effort to meet their entire RHNA future construction needs so that regional and State housing goals and policies can be realized and that a presumably viable and complete local housing program framework can be established. Nevertheless, again as previously stated, the State acknowledges that because of local physical, economic and other constraints, maximum or RHNA-fulfilling development goals do not always get met and/or housing construction targets frequently cannot be realized. In other words, a city or County cannot be "penalized" if its quantified dwelling unit construction objectives are lower than the RHNA "future construction needs" figures or if the actual extent of housing development falls short of what was projected. However, to make up any deficiencies in addressing or meeting RHNA "future construction needs" numbers, the State also requires local governments to expand on the initial land use analysis to identify, for different income levels, potential housing sites in the jurisdiction. The State defines "the identification and analysis of potential housing sites" as essentially the computation of maximum developable dwelling units either on a parcel specific or, at a minimum, a zoning district or more general basis. The legislative rationale here is that the supplemental site analysis will yield a number of potentially "developable" units that will at least equal the outstanding needs deficiencies. Aside from identifying sites, a community must ensure that the "theoretical" RHNA-satisfying housing numbers can be realized through adequate Zoning and appropriate programs.

The State places a major emphasis on local compliance with the "potential housing site analysis" requirement. In fact, according to a 1991 housing element law, a community failing to conduct an adequate site analysis must automatically permit lower income housing in any zoning district to the degree that its lower income construction needs are met.

Regarding Covina's status in this area, because its revised Housing Element was completed in early 1993 and will not be adopted until approximately June 1993 (or through four-fifths of the current 1989 to '94 RHNA/housing element implementation period), the City believes it is appropriate and meaningful to utilize as its 5-year dwelling unit development or quantified objectives the actual housing development counts, by income category, that will have occurred between July 1989 and June 1993. Based on a comparison of these numbers to Covina's RHNA future needs targets, which is illustrated in Table 66 below, it is apparent that Covina is deficient in meeting its 5-year housing construction obligations pertaining to three economic segments. (Table 66 was first presented as Table 58 of Section "D3a"--analysis of housing needs according to RHNA. Refer back to this area for clarification on 1989 to '93 development activity and on the assigning of income categories to the newly built dwellings.)

TABLE 66. COMPARISON OF COVINA QUANTIFIED DEVELOPMENT OBJECTIVES/NEW DWELLING UNITS THAT WILL HAVE BEEN CONSTRUCTED FROM JULY 1989 TO JUNE 1993 TO RHNA FUTURE HOUSING NEEDS TARGETS

STANDARD	INCOME CATEGORY				
	VERY LOW	LOW	MODERATE	UPPER	TOTAL
RHNA Target or Obligation	150	191	173	462	976
City Accomplishment/ Quantified Objectives	0	0	197	188	385
Balance	-150	-191	(+24)	-274	-615

Covina is therefore deficient pertaining to fulfilling regional future housing needs through the construction of various dwelling unit types and must address this problem through the mandatory above discussed site identification process. It must be noted that the indicated quantified objectives purposely do not include dwelling units that may be erected from July 1993 to June 1994 and that therefore could mitigate these deficiencies. The City believes that the best or most appropriate housing strategy it could adopt at the time of initial Draft Housing Study completion (early 1993) is to conduct the below presented site identification and use that information, along with the Housing Element programs, to facilitate housing development decisions both in the 1993/94 period and beyond. In other words, the inclusion of one-year quantified objectives would not be meaningful here and probably would not greatly mitigate the City's identified housing deficiencies. Rather, complete, five-year quantified objectives will be better suited for a later (i.e., after June 1996) housing element process. The remainder of this area of discussion focuses on the listing and analyses of potential housing sites, the numbers of which, again, at least theoretically, must resolve the Table 66-noted deficiencies.

Covina's approach to handling the "site identification and analysis" requirement has been, in accordance with State law, first, to identify and study the dwelling unit development potentials of properties that can most reasonably accommodate new and intensified housing, second, based on these figures, to set realistic construction targets in response to the three above described deficient dwelling unit income categories, and, third, to assert the City's intention to establish adequate Zoning and appropriate programs so that the housing targets could be realized. The construction targets, which are based on theoretical build-out figures, will be shown to equal the difference between what is required in the RHNA and what will have been accomplished/built by June 1993, again, the end of the fourth year of the current five-year regional housing needs process. The site inventory and analysis processes are described below.

To begin, in determining what sites can reasonably accommodate or are suited for residential development or intensification, Planning has focused on vacant and underutilized residential zoned/designated properties. The rationale here was twofold: to best exploit already existing residential development opportunities and to appropriately accommodate future housing growth from a land use compatibility standpoint. This approach meets the intent of State housing element law, simplifies this process, and is consistent with direction received from the Covina City Council, Planning Commission, and public. Considering all of these sites, Covina's "future needs" deficiencies are fully addressed or accommodated. Because of location, physical constraints, economic factors, City/Redevelopment Agency development commitments, and/or proximity to obnoxious uses, the City believes that not all currently vacant and underutilized commercial and industrial parcels are suitable for residential development. However, from time to time, certain nonresidential properties should be reevaluated.

The currently vacant and underutilized properties that are considered suitable for future housing development are presented in the following section, along with their respective aggregate single-family detached (low density) and apartment or condominium/townhouse (medium or high density) potential (theoretical) build-out counts. While parcel-specific information on the 18 vacant sites is given, for reasons of simplicity and efficiency, the 282 underutilized lots are grouped according to 5 status-clarifying categories and then summarized. It is believed that this initial framework for identifying and analyzing potential housing sites is most logical and most clearly and fairly addresses the intent of applicable State statutes and policies. Following this stage in the process, the "probable" build-out figures are computed and then linked by income category to the deficient RHNA needs. The RHNA shortfalls are thus resolved.

This entire exercise, then, serves both as a blueprint for addressing overall housing needs as well as a vehicle for achieving economic development and community appearance enhancement through residential reinvestment and recycling. The data base for Covina's Housing Element site analysis is the revised comprehensive General Plan land use and housing survey/inventory, which was discussed in detail in the introductory sections of this report as well as the Land Use Study.

2. Potential Housing Sites in Vacant and Underutilized Residential Zoned/Designated Land

In accordance with the state General Plan (preparation) Guidelines, the vacant and underutilized residential zoned/designated sites are presented separately.

a. Vacant residential zoned/designated land

Table 67 below lists vacant sites that are presently zoned, as of early 1993, for residential uses and accompanying theoretical housing built-out figures. Refer to Section "F3" below for a discussion as to what income categories these and other subsequently presented potential dwelling units are assigned.

TABLE 67. VACANT SITES CURRENTLY ZONED OR DESIGNATED FOR RESIDENTIAL USES

SITE LOCATION	AREA	ZONING (1)	EXISTING POTENTIAL DWELLING UNIT YIELD	PROPOSED POTENTIAL DWELLING UNIT YIELD (5)
1. Northeast corner Cienega & Barranca (2)	10.9	RD-5000 (PCD)	78	78
2. On Ranger, just north of Nubia (3)	2.0	R-1-7500	8	8
3. Rancho Vista site (4)	1.9	R-1-20,000	3	3
4. 504, 516, 538 & 548 E. Thelborn	1.2	R-1-10,000	4	4
5. 652 & 662 S. Hollenbeck (3)	.6	R-1-7500	2	2
6. 400 block east Benwood & Benbow (3)	.6	R-1-7500	4	4
7. Just north of 1252 N. Glendora	.6	R-1-7500	3	3
8. 2078 E. Cypress	.6	R-1-8500	2	2
9. Southeast corner of Puente & Barranca	.5	RD-2000	10	11
10. Just west of 351 E. Rossellen	.4	RD-1500	7	8
11. Just west of 1234 McGill	.3	R-1-7500	1	1
12. Just south of 333 Monte Vista	.3	R-1-7500	1	1
13. Southeast corner of Grand & Navilla	.3	R-1-7500	1	1
14. Just north of 661 Aldenville	.3	R-1-7500	1	1
15. 161 W. Dexter	.2	RD-1250	7	4
16. 276 W. Dexter	.2	RD-1250	6	4
17. Just west of 263 W. Center	.2	RD-1250	8	5
18. Just west of 611 E. Puente	.2	R-1-7500	1	1

TOTALS:

R-1 Sites	-	12	(28	lots);	Maximum Houses (5)	-	31
RD Sites	-	6	(9	lots);	Maximum Units (5)	-	110
Total - All sites	-	18	(37	lots);	Maximum Units (5)	-	141

(1) "R-1" refers to single-family detached properties, while "RD" means apartments and condominiums/ townhouses are permitted.

(2) Site is owned by City. Dwelling unit potential is based on a previously approved project, which was terminated by participating developer.

(3) Project has received City approval.

(4) Site is owned by City, and only project subdivision has been approved.

(5) Based on to-be-established densities in proposed General Plan Land Use Map.

b. Underutilized residential zoned/designated properties

In addition to the vacant, residential zoned/designated sites identified in Table 67 above, there are various underutilized residential properties that could support additional dwelling unit growth. These underutilized properties are classified according to five groups:

1) Large (over 3 acre) sites suitable for single-family detached development.

2) Small (under 3 acre) sites with old houses that currently are and will be designated medium or high density residential and therefore could be intensified with apartment or condominium/townhouse development.

3) Lots of all sizes in low density, single-family detached areas with one house that could easily be subdivided to add one or more additional houses.

4) Lots of all sizes with one house that could be subdivided, but only through a precise plan review process that would permit house siting on a tandem basis.

5) Miscellaneous surplus property.

Sites that comprise these respective groups are described below:

1) Large (over 3 acre) sites suitable for single-family detached development.

There is one site that falls under this category:

a) Banna School (800 N. Banna Ave.) - 9.2 acres
The vacated school occupies an entire block and on three sides is surrounded by single-family detached houses. If the school is sold by its owner, the Covina Valley School District, to a developer, at 4.5 units per net acre (a probable density for site when streets are considered), a maximum of 41 single-family detached homes could be constructed.

2) Small (under 3 acre) sites with old houses that currently are and will be designated medium or high density residential and therefore could be intensified with apartment or condominium/townhouse development.

Planning's revised land use inventory identified a total of 213 properties in various portions of the community, such as in and around the downtown, that come under this classification. The properties are listed in Table 68 below by zoning district, acerage, and potential dwelling unit development. It should be noted that for each zoning district category, the number of potential dwelling units is computed on the basis of, depending on property location, the maximum medium (14.0 dwelling units per net acre) and/or high (22.0 units per acre) density limits of the revised Land Use Element.

TABLE 68. POTENTIAL DWELLING UNIT BUILD-OUT OF ALL CURRENTLY UNDERUTILIZED RD-ZONED (APARTMENT AND CONDOMINIUM/ TOWNHOUSE) PROPERTIES

	ZONING DISTRICT	NUMBER OF PROPERTIES	TOTAL ACRES	POTENTIAL, PROPOSED, OR APPROVED DWELLING UNITS (1)
1.	RD-4,000	4	3.02	42
2.	RD-3,000	88	19.19	273
3.	RD-2,950	2	.38	5
4.	RD-2,200	1	.88	14
5.	RD-2,000	53	10.76	217
6.	RD-1,500	24	5.29	114
7.	RD-1,250	41	9.35	190
	Totals	213	48.87	855

(1) Based on upper density standards of proposed Land Use Element, which, depending on property location, are either medium, 6.1 - 14.0 dwelling units per net acre, or high, 14.1 - 22.0.

Hence, the Table 68-noted underutilized properties are technically capable of accommodating 855 additional medium to high density dwelling units. Much of Covina's recent and current residential construction activity occurs on sites of this type, it should be noted. "RD"-designated lots basically yield the City's most "affordable" housing.

3) Lots of all sizes in low density, single-family detached areas with one house that could easily be subdivided to add one or more additional houses.

The Planning Division identified 46 parcels that fall under this heading. Approximately 38 of the properties contain old, pre World War II houses, and the remainder have newer tract homes that happen to occupy an adjacent lot of a subdivision. Out of these 46 properties, which are located throughout the community, a total of 70 additional units could theoretically be added to Covina's housing stock.

4) Lots of all sizes with one house that could be subdivided, but only through a precise plan review process that would permit house siting on a tandem basis.

There are 20 relatively large, generally rectangular properties in Covina that are big enough to subdivide but lack sufficient frontage width to meet Zoning. Although these lots are not conducive to conventional subdividing, technically they could be developed with detached dwelling units under a condominium-type subdivision (to ensure neighborhood compatibility). Based on existing Zoning and on the proposed General Plan, it is estimated that 30 more houses could be developed.

5) Miscellaneous surplus property.

There are two other properties, one of which has been approved for residential development:

a) A .6-acre site owned by the City (used for water utility purposes) that is to be divided into two single-family lots and sold. The property is in the middle of a single-family detached tract development just northwest of Grand Avenue and Badillo Street.

b) The 1.41-acre Covina Fire Station #3, at 1577 E. Cypress Street, but only if the City closes the facility as part of a recent proposal to contract with Los Angeles County for fire suppression services. At a maximum 14 dwelling units per acre density (medium density designation), there is the potential for 19 dwelling units to be built.

Table 69 below sums the total proposed dwelling unit build-out for all presently underutilized Covina residential zoned properties (Subsections 1 through 5 above).

TABLE 69. TOTAL PROPOSED ADDITIONAL DWELLING UNITS FOR ALL PRESENTLY UNDERUTILIZED RESIDENTIAL ZONED PROPERTIES 1

	DWELLING UNIT TYPE	NUMBER OF ADDITIONAL DWELLING UNITS
1.	Single Family Detached (Low Density) 2	143
2.	Apartment or Condominium/ Townhouse (Medium or High Density) 3	874
	Total	1,017

1 Based on density limits of proposed General Plan.
2 Low - 0 - 6.0 net dwelling units per acre.
3 Medium - 6.1 - 14.0; high - 14.1 - 22.0.

Refer to Section "E7" above and to Land Use Study for rationale behind density limits.

Again, see to Section "F3" below for the discussion and presentation regarding the City's methodology in assigning dwelling unit categories to all above discussed properties.

c. Combined total for vacant and underutilized residential zoned/designated sites

The information displayed in Table 70, which is based on all above Section "F2a" data relating to potential housing sites, reveals the total number of additional dwelling units on currently vacant and underutilized residential zoned/designated properties that could be added to Covina's housing stock if the proposed General Plan density limits are adopted and followed. The information is shown by present site status.

TABLE 70. DEVELOPMENT POTENTIAL FOR ALL VACANT AND UNDERUTILIZED RESIDENTIAL ZONED/DESIGNATED SITES.

SITE TYPE/CLASSIFICATION	EXPECTED DWELLING UNIT TYPE: SINGLE FAMILY DETACHED (LOW DENSITY) 1	APARTMENT AND CONDOMINIUM/ TOWNHOUSE (MEDIUM AND HIGH DENSITY) 2	TOTAL	PERCENT
I. Vacant sites currently zoned/designated for residential use	31	110	141	12.2%
II. Underutilized sites currently zoned/designated for residential use	(143)	(874)	(1,017)	(87.8%)
1) Large, (over 3 acre) "R-1" zoned sites suitable for single-family detached development	41	-	41	3.5%
2) Small (under 3 acre) "RD" zoned sites with old houses suitable for apartment or condo/ townhouse development	-	855	855	73.8%
3) "R-1" zoned lots of all sizes with one house that may easily be subdivided to add one or more houses	70	-	70	6.1%
4) "R-1" zoned lots of all sizes with one house that could be subdivided, but, because of inadequate width, only through a precise plan review process	30	-	30	2.6%
5) Miscellaneous Surplus Property	2	19	21	1.8%
Totals	174	984	1,158	100%

1 Low density is 0 - 6.0 net dwelling units per acre. This potential dwelling unit analysis is based on 84 lots around the City.

2 Medium density is 6.1 - 14.0 net dwelling units per acre; high density is 14.1 - 22.0. In the aggregate, the 984 "potential dwelling unit" figure is based on 490 medium density dwelling units (108 sites totalling 35.0 acres) and 494 high density dwellings (115 sites equating to 22.5 acres).

1 & 2 Refer to Section "E7" above and to Land Use Study for rationale behind density limits.

Therefore, almost three-quarters of the potential dwelling units would come from small "RD"-zoned underutilized sites. As stated earlier in Section "E6," much of the recent development activity has occurred on these properties. Because Covina is generally built-out, it is not surprising that about 78% of the

potential future dwelling units would come from underutilized, not vacant, parcels. In addition, of the 1,158 total potential dwellings, 984 or about 85% would be apartments and condominiums/townhomes, thus further transforming Covina's character to more of a medium density community. Table 70 figures do not include possible additional residential growth relating to projects with density bonuses and second units and mixed use complexes.

Moreover, it must be reiterated that Table 70 is based on theoretical development capacities. As described in Section "E7" (comparison of theoretical dwelling unit and population build-out figures for existing and proposed land use plans), actual build-out numbers, which typically are based on some combination of recent development trends, the extent of general plan implementation, annexations, future social, demographic, and economic conditions, and long-term market demand and community image and vitality, are, according to various planning resources, often around 80% of theoretical capacity. Because of its wide use and apparent suitability for Covina and to conduct this site identification process as fairly as possible, the "80% of capacity" factor has been incorporated into the City's Table 70-noted maximum build-out numbers, and thus into the overall potential housing site analysis, as described below:

TABLE 71. COMPARISON OF THEORETICAL TO PROBABLE DEVELOPMENT POTENTIAL FOR ALL VACANT AND UNDERUTILIZED RESIDENTIAL ZONED/DESIGNATED SITES

	EXPECTED DWELLING UNIT TYPE		
DEVELOPMENT STATUS	SINGLE FAMILY DETACHED (LOW DENSITY)	APARTMENT AND CONDOMINIUM/ TOWNHOUSE (MEDIUM AND HIGH DENSITY)	TOTAL
Theoretical Development Potential 1	174	984	1,158
Probable Development Potential 2	139	787	926

1 Refer to Table 70 for specifics as to how this was computed.
2 Based on .80 of theoretical development potential.

Therefore, in terms of addressing outstanding regional housing obligations by identifying potential housing sites, Covina realistically can accommodate 139 additional single-family detached houses (low density residences) and 787 apartment and condominium/townhouse units (medium and high density residences). These figures are linked to the RHNA deficiencies in the following discussion.

3. Analysis of All Vacant and Underutilized Housing-Suitable Sites in Addressing Covina's "Future Needs" Housing Construction Deficiencies

As illustrated in Table 58 and discussed in Section "D3c" above, as of June 1993, Covina will not have met its SCAG "future construction" very low, low, and upper income housing needs for the current RHNA period. Therefore, again according to State law, the City must, as a minimum, plan for the difference between the number of dwelling units suitable for very low, low, and upper income households that is required by SCAG and, in Covina's situation, the respective numbers that will be built by June 1993. The minimum numbers of dwelling units by income category that the City must address/plan for are shown in Table 72.

TABLE 72. MINIMUM NUMBERS OF DWELLING UNITS AT DIFFERENT INCOME CATEGORIES THAT COVINA MUST PLAN FOR TO MEET RHNA FUTURE HOUSING DEVELOPMENT NEEDS

INCOME CATEGORY	NUMBER
1. Very Low	150
2. Low	191
3. Moderate	0*
4. Upper	274
Total	615

*As stated in Tables 58 and 66, the City will have met its moderate income RHNA obligation.

It must be reiterated here that although the City must plan to meet its entire RHNA deficiencies by performing the subject site identification process and by showing that the RHNA identified housing targets can theoretically be realized through appropriate Zoning and adequate programs, by the end of the regional housing needs period, the community need not physically attain the entire RHNA targets. Inasmuch as housing construction generally is a function of the private market, which operates under an umbrella of volatile economic conditions, predicting the likelihood and timeframe of development is difficult, and, because of the Housing Element's late preparation date, impractical. Thus as previously stated, the intent of this exercise is to show how additional dwelling units theoretically could be accommodated, not to establish development quotas. However, while details on likely housing construction phasing are not believed to be necessary as of this writing, the City intends to attempt to facilitate residential construction during the remainder of the present Housing Element period (through June 1996) in a manner that is reasonable and consistent with the adopted Element. Also, this site analysis will assist the City in analyzing development potential for the updated RHNA process and in making certain land use decisions. Specific information on development phasing, then, will be withheld until the Housing Element is updated in 1996.

Covina must accommodate the Table 72-noted RHNA-designated deficient future housing needs (150 very low income, 191 low income, and 274 upper income units). The City proposes to address this obligation by linking the needs to likely dwelling unit types that could be constructed on previously discussed housing-suitable vacant and underutilized sites and then by ensuring that such dwelling units could actually be built by establishing a basis for adequate Zoning and necessary programs. First of all, Table 71 noted that the City is able to accommodate an additional 139 single-family detached houses and 787 apartment and condominium/townhouse units. Covina officials believe that the 341 very low and low income dwellings that must be acknowledged could be "absorbed" in the 787 medium and high density unit allotment, the housing unit type out of which most future "affordable" residences would likely emanate. Moreover, the 274 upper income housing needs could easily be addressed through the potential 139 additional single-family detached houses and the more expensive medium and high density complexes.

To ensure that the above-noted RHNA-accommodating framework can be realized, in accordance with State law, the City will have to maintain appropriate Zoning density standards and develop viable programs, a particularly important matter when dealing with potential lower income dwellings, the most challenging to create. Fortunately, the City does not have to initially rezone any properties because, as stated above, current and proposed standards would permit this amount and type of development anyway. (However, as stated in Section "F4" below, if the Housing and Land Use Elements are adopted as submitted, then zone changes would be needed to ensure consistency.) The programs in question here refer to such matters as development subsidy, bond-financing, land write down, and density bonus, which, along with ensuring Zoning standard adequacy, are incorporated into the Housing Element implementation section. But again, it must be reiterated that the actual number of dwelling units constructed will greatly depend on the future state of the local economy and market conditions.

In previous sections, the Study mentioned that although the current RHNA runs through June 1994, the housing element process itself does not expire until June 1996. It was also mentioned that the City would "address any unmet RHNA housing needs" during this period. Thus, while this exercise illustrates that the City has met the intent of State housing element law pertaining to "regional fair share" issues by identifying potential housing sites, the City will nevertheless continue to seek affordable housing development during the two-year "gap" period and utilize this process in preparing for the next housing element period.

A final matter that warrants attention here is the fact that the City's above noted RHNA lower income needs deficiency appears to have been at least partially addressed or compensated by community-wide changes in rents and incomes. Specifically, as mentioned in Section "C6," based on a locally conducted rent survey and Federal Government earnings figures, the Planning Division discovered that during the early 1990s, respectively, while the overall rental rate remained about the same the lower income ceiling rose by over 24%. Through a detailed statistical analysis, these figures revealed that 128 additional lower income households no longer overpay for housing. (Again, for clarification, refer to Section "C" and APPENDIX C.) This finding warrants attention as another way by which the interplay of various economic factors has indirectly addressed Covina's lower income housing needs.

This extensive, inventory-based site identification process, then, has established a viable and program-supported framework showing how a minimum 150 very low, 191 low, and 274 upper income units could be developed. As stated above, Covina must now commit itself to implementing this framework in an effective, though reasonable manner. For reasons of clarity and simplicity, the City will use these figures to officially meet its previously discussed RHNA deficiencies, as illustrated in Table 73 below.

TABLE 73. NUMBERS OF POTENTIAL DWELLING UNITS AT DIFFERENT INCOME CATEGORIES BASED ON EXISTING VACANT AND UNDERUTILIZED SITES IN RELATION TO IDENTIFIED SCAG RHNA "FUTURE NEEDS" DEFICIENCIES

STANDARD	INCOME CATEGORY			
	VERY LOW	LOW	MODERATE	UPPER
Existing RHNA Deficiencies	150	191	0	274
Potential Dwelling Units Computed through Site Identification Process	150	191	0	274
Balance	0	0	-	0

4. Analysis of Relation of Zoning to Future Housing Sites

In order for the above potential housing construction targets to be possible or, in some cases, realized, the City's Zoning Ordinance must accommodate the proposed numbers of units or be consistent with the General Plan land use densities. Once the General Plan is adopted, as an implementation measure, the City will change the format of its Zoning Ordinance to conform to the Plan's land use categories. Currently, there are several inconsistencies between the General Plan and Zoning. The City must also develop and follow policies and programs that encourage infill development and recycling of older areas.

5. Analysis of Relation of Public Facilities and Services to Future Housing Sites

All above-discussed potential housing sites in Covina are in areas where all or most infrastructure components are available. Specifically, according to information on file with the Covina Planning Division and the Engineering Services Department, all sites have adequate access to sewer and water system trunklines and major roads. However, as stated in the "development constraint" portion of this report as well as in the Circulation and Transportation Study, in the future the deteriorating condition of many streets will have to be addressed and, to maintain adequate traffic flow, four of the major streets (several stretches of which do not front in residential areas) may have to be either widened or have additional lanes installed. Eventually, the City will need to prioritize necessary street improvements and decide how the improvements should be funded. The exact extent to which cumulative future residential growth (based on the revised Housing Element and underlying General Plan) will negatively impact streets is not known but addressed in the above noted Circulation and Transportation Study. However, the overall, long-term infrastructure-related impacts of this housing and the accompanying land use proposal would be less dramatic than those associated with the current General Plan in that the newer Plan, as previously stated, is based on lower population and housing build-out figures. (Refer to Section "E7" for clarification on City General Plan build-out figures.) One important area that will have to be addressed is the worsening park/open space deficiency, which is analyzed in both the Land Use and Natural Resources Studies. There will be an increasing need to maintain a reasonable park acreage per 1,000 population standard as more medium and high density housing goes up. Condominiums/townhouses and apartments have less per-unit amounts of open space than traditional detached production houses. Currently, the City has only 1.5 acres of parks per 1,000 residents. The Covina Parks Commission recommends achieving a 2.0 standard. The park deficiency translates to needed or desired parkland expansions, which could only be done through viable and reasonable funding mechanisms. Future park development consideration, then, should be another General Plan program in both the Land Use and Housing Elements.

Regarding public services, also based on discussions with City officials, it appears that some police and fire service level enhancements probably will be needed. As a Housing Element implementation measure, this topic should be analyzed further and from time to time monitored. It may also be appropriate to occasionally study the adequacy of other services such as libraries and recreation. (Refer to Land Use Study for clarification.)

6. Summary of Key Facts

a. Because Covina will be deficient in terms of meeting its SCAG future housing construction needs (pertaining to very low, low, and upper income categories) for the current RHNA/regional housing needs period, in accordance with State law, the City must resolve or address the deficiencies by identifying local sites that, in the aggregate, theoretically could yield quantities of various dwelling unit types that are at least equal to the differences between what is required and what is proposed or has actually been built. Sites identified through this process, which also must be supported with adequate Zoning standards and appropriate programs, are not translated into development quotas, however.

b. Covina's "future needs" deficiencies are: 150 very low income dwelling units, 191 low income units, and 240 upper income units.

c. In the required site identification process, all currently vacant and underutilized residential zoned lots, the properties that can most reasonably and logically accommodate future housing development, were analyzed for their maximum probable dwelling unit potential. These sites potentially could yield 139 low density units (or, single-family detached houses) and 787 medium and high density dwellings (i.e., apartment and condominium/townhouse developments), which equate to 926 total housing units. These counts are based on 80% of the theoretical capacity, a commonly used "probable" build-out factor.

d. Because Covina is generally built out, about 78% of the potential future dwelling units would come from underutilized, not vacant, parcels. In addition, approximately 85% of the future housing would be apartments and condominiums/townhomes.

e. The RHNA or SCAG regional "future housing needs" deficiencies have been resolved through a process by which the needs are linked to the "probable" build-out figures, grouped according to estimated income level-serving classifications. Specifically, the 341 very low and low income dwellings that must be acknowledged could be "absorbed" in the 787 medium and high density allotment, the housing unit type out of which most future "affordable" residences would likely emanate. Moreover, the 274 upper income housing needs could easily be addressed through the 139 additional potential single-family detached houses and nore expensive medium and high density complexes.

f. To facilitate and ensure the possibility of developing very low and low income units, various programs such as State density bonus, land write down, and developer subsidy/assistance would have to be considered.

g. Although current and proposed Zoning density standards would accommodate development of the identified vacant and underutilized residential sites, following adoption of the Housing and Land Use Elements, the City's Zoning Ordinance would have to be revised to ensure consistency with the General Plan.

h. The current RHNA process runs through June 1994, though, in accordance with a recently adopted State law, the housing element timeframe has been extended until June 1996. During this two-year "gap" period, the City plans to, among other things, address any unmet housing needs or outstanding site analysis issues.

i. As mentioned in other portions of this Study, the City's RHNA lower income needs deficiency may have been at least partially addressed or compensated by documented early 1990s stabilizing of rents and rising incomes. Through analyzing various data, it appears that 128 additional lower income households no longer overpay for housing.

j. Although generally the City will be able to provide future residential developments with adequate public facilities and services, two noteworthy areas that probably will require attention are street deterioration and capacity deficiency and park/open space insufficiency.

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G. EXISTING ASSISTED HOUSING DEVELOPMENTS ELIGIBLE TO CONVERT TO NON-LOW INCOME HOUSING USES

1. General Information

A recent amendment to State housing element law requires any city with one or more lower income housing projects eligible to terminate "affordable" rental restrictions to identify and analyze the developments and to create a program for preserving the assisted housing developments. A housing project could be considered "at risk"---or at risk of losing its rental restrictions--for various reasons such as rental assistance contract expiration or reduced market rate loan prepayment. The potential loss of any assisted housing units or conversion of lower income complexes to market rate facilities depletes a community's affordable housing stock and has concomitant adverse social impacts.

"At risk" units first gained national attention in the mid-'80s after the revelation that the owners of many Federal government-sponsored housing developments were eligible to terminate their minimum 20-year affordability restrictions (in the late '80s and early '90s) by discontinuing subsidy contracts or use restrictions or by prepaying the balance on reduced interest rate mortgages. In response to the threat of large-scale lower income development terminations or conversions, the Federal government passed the 1987 Emergency Low-Income Housing Preservation Act (ELIHPA) and the 1990 Low-Income Housing Preservation and Resident Homeownership Act (LIHPRHA). The Acts, which apply to different Federal housing program types, greatly restrict the cessation of site-specific affordable housing unit regulations by offering project owners financial incentives to retain their properties as lower-income facilities. The laws have been incorporated into the State housing element process through a particular analysis and programmatic response statute pertaining to "at risk" complexes. Specifically, where there is a strong possibility that rental rate restrictions will be terminated, such as when a project owner has no intentions of preserving/maintaining the status of the facility and of seeking the available incentives, the City must study the situation, taking into account various factors, and make a reasonable effort to secure alternative funding. Also, the applicable housing element provision has been expanded to include various types of "at risk" situations, including projects financed through local redevelopment activities.

According to the State Department of Housing and Community Development (HCD), at the time of Housing Element preparation, the City of Covina had two apartment complexes that were deemed "at risk," the 180-unit Cienega Garden Apartments at 1956 East Cienega Street and the 216-dwelling Shadow Hills facility at 1400 North Grand Avenue. Cienega Garden is a privately-owned "Section 236" project, meaning that its owners, in exchange for lower income rental restrictions, were granted a below market interest rate on their mortgage. However, this complex is no longer considered "at risk." Based on Covina Planning official discussions with Cienega Garden owners and with lower income housing preservation specialists of the U. S. Department of Housing and Urban Development (HUD) Los Angeles office, the two parties are nearing an agreement whereby, pursuant to the ELIHPA law, the owner will retain the property, maintain the lower income restrictions, and obtain Federal financial incentives. Thus, Cienega Gardens' property owners have received tentative HUD approval of an ELIHPA-related Plan of Action, which contractually presents the former party's intent. According to this Plan of Action, in exchange for continuing lower income restrictions for another 20 years, the apartment owners will be allowed, among other things, to refinance a portion of their equity and to raise rents slightly. (It is not known whether the minor rental increases will adversely affect tenants.)

The future of Shadow Hills, on the other hand, is a little more cloudy. At issue are 44 of the complex's 216 total units, which, in accordance with a 1985 Multiple-Family Housing Revenue Bond issued by the Covina Redevelopment Agency to provide the project developer with various financial incentives, were set aside for lower income (earning under 80% of County median) residents. (Basically, the property owner provides rental subsidies equal to the difference between the market rate and 30% of the households' gross monthly incomes.) Existing terms of the Bond permit market rate conversion of the 44 units in 1997. The property currently is in receivership and present complex operators have informed staff that they do not know what company will ultimately control the complex and whether rent restrictions on the 44 units will be retained. Although currently there are no plans to convert these all non-elderly occupied dwellings, the

fact that changes could occur warrants an appropriate City response. Therefore, in accordance with the intent of State housing element law, the City of Covina should, if necessary, attempt to preserve lower income affordability here by securing a new subsidy source, such as Redevelopment "20% set-aside" funds or Community Development Block Grant monies. Planning estimates that the annual subsidy cost presently is $132,000. (This is based on an average monthly per-unit subsidy of $250.) The City also may wish to explore a non-profit agency or related entity, though assistance by an organization of this type may be doubtful because the project requires a major, recurring subsidy in perpetuity. The City will commit itself to addressing the Shadow Hills issue through an appropriate Housing Element policy and program and sufficient monitoring of the situation, thus meeting the intent of state housing element law. In an accompanying Element measure, the City will state its intent to monitor all other assisted housing projects for possible termination of reduced rent restrictions.

2. Summary of Key Facts

a. In accordance with State housing element law, a city must identify, analyze, and develop a program to preserve the conditions of any lower income housing project that is eligible to terminate its "affordable" rental restrictions, also known as an "at risk" facility.

b. Two Covina apartment complexes initially were deemed "at risk." One facility no longer is classified as such because its owners have virtually executed an agreement with the U. S. Department of Housing and Urban Development, whereby the owners would receive Federal financial incentives in exchange for maintaining the below market rental rates. The other apartment facility, which pertains to 44 reduced rate units in a 216 dwelling facility, may technically be at risk in that it currently is in receivership and future plans currently are unclear. To best deal with this situation, the City will attempt to secure a new subsidy source if the restrictions are indeed terminated. Thus, an appropriate Housing Element policy and program response will be made.

c. In addition to the intended action mentioned in "b" above, the City will monitor all other assisted housing projects to detect potential future problems relating to lower income unit restriction termination.

H. Existing General Plan Housing Element

1. General Provisions

The current Covina Housing Element was adopted in 1984 and generally functioned as an update to the 1981 Element. The policy and program framework for the '84 Element was the 1983 SCAG Regional Housing Allocation Model (RHAM), which was the forerunner to the current Regional Housing Needs Assessment (RHNA). Covina's 1984 Housing Element contains little or insufficient data and analysis in the areas of population, household, social, and employment characteristics and trends, housing resources, and housing development constraints. Also, the goals, policies, and programs, which are evaluated below, tend to be few in quantity and general in nature.

The framework for analyzing the current Housing Element is presented below in Section "H2" through "H4" headings, which is based on a State statute pertaining to this matter. It must be noted from the outset that the existing Element is not analyzed in great detail because its five-year timeframe (1/83 to 1/88) expired over five years ago and, therefore, much of the supporting data is outmoded. Also, detailed results of the implementation is not readily available. But more importantly, the State planning law requiring review/analysis of existing housing elements (to assist in formulating a new housing strategy) is best suited for current or recently expired elements. In other words, the Planning Division believes that the existing Housing Element is so obsolete that any detailed review/analysis would yield minimal noteworthy results or findings for the updated version. The revised Housing Element, therefore, has been developed upon an entirely new, comprehensive foundation, which is presented in Sections "A" through "G" and "I" to "K" of this Study.

2. The Appropriateness of the Housing Goals, Objectives, and Policies in Contributing to the Attainment of the State Housing Goal

The current Housing Element references the goals and policies of the 1981 document. The goals and policies are structured around four areas: 1) the improvement of the housing stock, 2) the improvement of neighborhoods, 3) adequate provisions for the housing needs of all economic segments, and 4) provision of adequate sites for new housing. For a complete listing of all the goals and policies, refer to APPENDIX E. The goals and policies themselves are general and broad in nature and, as shown in APPENDIX E, basically seek to preserve the relatively low intensity character of Covina while permitting medium and high density developments in appropriate areas; to maintain and preserve the housing stock; to remove development constraints, whenever possible; and to administer various programs to fully implement the Element's goals and policies. Also, the Element's quantified new construction objectives called for, on average, 75 annual units to be built over the five-year period--or 375 total dwellings from 1983 through 1988.

In evaluating the "appropriateness" of Covina's old Housing Element goals, quantified objectives, and policies in "contributing to the attainment of the State housing goal," it appears that the goals and policies, while generally adequate in terms of 1981 standards, today would need to be broadened in scope, and some of the policies would warrant clarification. Also, the indicated quantified construction objectives have not been computed on an income group basis, and there are no quantified objectives pertaining to the maintenance and preservation of the housing stock. Moreover, although the noted total quantified objective figure (375 units) is below SCAG's number (577), there is no specific justification for or plan to deal with the shortfall and no "Section F"-type "site analysis" was performed. Therefore, it appears that the existing goals, policies, and quantified objectives do not greatly further the State's overall housing priorities.

3. The Effectiveness of the Housing Element in Attainment of the Community's Housing Goals, Objectives, and Policies

It is difficult to quantify the precise effectiveness of Covina's Housing Element in realizing its goals and policies. (The quantified objectives are discussed in the next section.) Some of the goals and policies clearly have not been followed; others have been implemented but to varying degrees. In creating the revised Housing Element, the Planning Division has reviewed the existing goals and policies and

incorporated into the revised document only those that are most achievable and relevant. In other words, a good portion of Covina's existing Element policy framework lacks specificity and does not reflect current conditions. Also, the policies are not adequately linked to the program section. For policy to be effective, it must establish a clear direction for action and basis for decision making, must be based on all present housing related factors in a community, and must be correlated with implementation components/programs. Considering the outmoded status of Covina's Housing Element and the State's intent regarding the analysis of goals, objectives, and policies, a detailed evaluation regarding these items would be difficult and not very practical or useful to the City. Instead, it is to be noted that the Planning Division has studied all deficiencies of the current Element to ensure that the revised document is as "problem free" as possible and, of course, meets the most recent State housing statutes and policies.

4. The Progress of the City in Implementing the Housing Element

The housing programs listed in the current/1984 Housing Element, the Element's primary implementation component, also are few in number and very general in nature, though several more specific programs from the 1981 Element technically may have been incorporated into the '84 revision by reference. (Language is ambiguous on this matter. The 1984 Housing Element may have been prepared incorrectly.) Because of the uncertainty as to which implementation measures constitute Covina's Housing Element Programs and because the current Element legally expired over five years ago (therefore making an indepth program evaluation not useful), the Planning Division believes that a more logical/meaningful approach to this analysis requirement is to discuss and evaluate the actual current Covina housing programs, which is illustrated in the following Section ("I"). The City does have several viable programs administered by the Covina Redevelopment Agency, and some, but not all, are mentioned in the '81 and '84 Elements.

Performing a program-by-program discussion and analysis fulfills the intent of this State requirement and provides a strong and clear framework for revising the housing programs. Moreover, Section "I" below was intended to include an analysis of the programs and potential respective improvements anyway. Besides facilitating Covina's review of programs, this approach would, therefore, result in a housing element that arguably would have a greater chance of local implementation and State goal/policy fulfillment than if the outmoded Element was dissected herewith.

5. Summary of Key Facts

a. Covina's current Housing Element was adopted in 1984 and generally is obsolete in terms of its organization and the scope and specificity of its goals, objectives, and policies. Although some of the programs have been followed, detailed and varied implementation actions are not provided. Also, several of the programs have not been implemented as proposed.

b. Although in the general plan update process State law requires a thorough analysis of the existing housing element, Covina's current element is outmoded to the extent that a complete review would not be beneficial. Rather, an analysis of all existing and potential housing programs is performed in a subsequent section ("I"). It is believed that this approach fulfills the intent of State law and would provide the City of Covina with a strong, clear framework for revising the Housing Element.

I. Covina Housing Programs

1. General Information

The focus of Covina's current housing strategy are various housing programs that are administered through and/or funded by the Covina Redevelopment Agency (CRA), the City itself, and the Federal government (via the Los Angeles County Community Development Commission). The money for the CRA programs, which include rental subsidy, single-family housing rehabilitation, and code enforcement, comes from CRA's tax increment "20% set-aside" fund and through fines imposed on property owners in the code enforcement process. The "20% set-aside" fund refers to redevelopment agency restricted monies that, in accordance with State redevelopment law, are based on a minimum of twenty percent of a community/ redevelopment project area's property tax increment (the additional property tax that is generated upon commencement of redevelopment activities) and must be spent on maintaining, improving, and/or expanding the City's "low and moderate income" housing. Covina's Federally funded measures pertain to three well-known and below noted programs, the Section 8 rental subsidy and Section 236 below market rental rate programs and Community Development Block Grant (CDBG) monies. In addition, through Planning and other departments, the City administers various measures and procedures, such as medium and high density cluster development standards, that are part of the overall housing implementation effort.

The most important or primary housing programs are discussed and analyzed below. This exercise also serves to ascertain the extent of program implementation, a State housing element update requirement discussed in the previous section (existing General Plan evaluation). As mentioned in that discussion, because Covina's current/1984 Housing Element is somewhat dated and dormant, a thorough Element evaluation was deemed unnecessary and impractical. Rather, this program discussion and analysis has been considered to sufficiently meet the applicable State statute. It must be noted that despite Covina's past Housing Element deficiencies, the City's generally viable below mentioned programs collectively have been consistent with and have furthered key State housing goals, such as facilitating the construction of a variety of dwelling unit types and preserving and maintaining the affordable housing stock.

2. Existing Programs - Discussion and Analysis

a. REDEVELOPMENT AGENCY RENT SUBSIDY

1) Background facts - As of the end of the '91-'92 fiscal year, CRA was assisting 87 very low income Covina households and subsidizing 8 beds in a local shelter for battered women. Regarding the general households receiving rental assistance (the focus of the program), 68 of the 87 households are seniors and the remaining 19 are non-seniors. Sixty-one of the senior households reside at the Village Green complex, a lower-income seniors-only facility built with City assistance and discussed below, and the 7 other senior households reside at various locations. The 19 non-senior households receiving rental subsidies are comprised of 2 "large" families (which have 5 or more members), 15 "small" families (less than 5 members) and 2 "disabled" arrangements, and they all reside at various market rate apartments and traditional houses around the community. (Eligible households must be classified as "very low income" or have incomes at/or below 50% of the County median income. The City/Redevelopment Agency pays the difference between a unit's general rental rate and 30% of a household's gross income.) In addition, the City subsidizes 8 beds (sleeping quarters in the 28-bed WINGS facility, which is a shelter for abused women. These 87 households constitute 87 units that the City has "maintained" in terms of acknowledging the State housing element requirement to show, over a five-year period, the number of dwelling units to be constructed (based on the above discussed RHNA), maintained, and rehabilitated (which is discussed in the following section.)

In the current (1992/93) fiscal year, the City/Agency plans to provide additional assistance to 15 senior households. There are no plans to expand the "non-senior" component of the program. The Redevelopment Agency began providing subsidies in 1987-88, when 13 households were assisted,

and, because of changes in Redevelopment law and City housing directives in the early '90s, the Agency has expanded the subsidy effort to the current level.

2) Analysis - Overall the program works well or has met many housing needs. It appears that funding should be expanded to the greatest extent feasible not only for very low income seniors but for very low non-senior households as well. As illustrated in Section "B" above (the community socio-economic analysis), very-low income households/families now overpaying for housing constitute a major housing need. One factor pertaining to this program that must be acknowledged, however, is that once a household subsidy is granted, the subsidy generally constitutes a "permanent" governmental expenditure, thus diverting housing "set-aside" monies from other potential programmatic efforts.

b. REHABILITATION

1) Background facts - The Redevelopment Agency coordinates a rehabilitation/home improvement program for owner-occupied single-family detached structures. Owner-occupants must be very low or low income and may receive a grant or deferred loan up to $5,000 to go toward roof replacements, painting, and/or miscellaneous minor repairs. For the 1992/'93 fiscal year, 30 households are budgeted for assistance (20 very low income and 10 low). Currently, the rehabilitation program is not available to apartments.

In recent years, the City has annually assisted between 30 and 50 households through this program. Before the 1991-92 fiscal year, the program was funded by Federal CDBG funds. (However, the City opted to use its CDBG resources in other areas, as explained below.) The City proposes to rehabilitate 30 houses next year ('92/'93) too. There are no plans to expand the program to cover apartments or other types of dwellings. Illustrated below are the numbers of rehabilitations that will have occurred by June 1994, the end of the current regional housing needs process. This listing also will be the basis of the Housing Element's five-year rehabilitation objectives.

TABLE 74. COVINA REHABILITATION PROGRAM ACCOMPLISHMENTS BETWEEN 1984 AND 1994 BY INCOME GROUP

	TOTAL HOUSEHOLDS	HOUSEHOLD INCOME	
TIME PERIOD	ASSISTED	VERY LOW	LOW
7/89 - 6/90	53	41	12
7/90 - 6/91	52	40	12
7/91 - 6/92	39	30	9
7/92 - 6/93	30*	20	10
7/93 - 6/94	30*	20	10
Totals	204	151	53

*Estimate

2) Analysis - The City's rehabilitation program also has worked well in preserving Covina's older, more affordable housing and therefore should be expanded when funding permits. Also, the City may wish to explore using this program, or some type of derivative thereof, to rehabilitate deteriorating apartments, where, in certain cases identified in Section "B4," needs are great.

c. CODE ENFORCEMENT

1) Background facts - Since 1991, through the housing division of the CRA, the City/Agency has administered a housing code enforcement program that preserves and maintains the existing affordable housing stock by abating major residential structural and related problems, Zoning

violations, and various property nuisances. The program was conceived as a vehicle for dealing with private property maintenance and structural problems, which rose considerably during the '80s as a result of an aging housing stock, a rising incidence of absentee owners, general decreasing regard for property upkeep and integrity, changing social and economic conditions, and other factors. (Refer to Section "B4" for clarification.)

During the first year of the current housing code enforcement effort, approximately 185 deteriorated and dilapidated dwelling units were undergoing abatement proceedings and/or were rehabilitated. Code enforcement's funding is based on fines and tax liens placed on owners of delinquent properties, which gives the City leverage for abating property nuisances. In investigating code violations, City personnel place top priority on major structural problems that pose the greatest threat to public health, safety, and welfare. In the near future, the City may expand the scope of its code enforcement activities by enacting such programs as a multiple-family inspection process, which would be triggered upon unit vacancies, a comprehensive property records check, which would occur concurrent with any property sale, and/or a neighborhood-specific housing preservation process.

2) Analysis - As stated, through Covina's code enforcement efforts, many single- and multi-family properties have been structurally rehabilitated/enhanced and various health, safety, and welfare nuisances/problems have been abated. Because of its viable, leverage oriented funding mechanism and City/Agency administrative support, this program is perhaps Covina's most important tool for preserving and maintaining the affordable housing stock, for protecting Covina's overall appearance and image, and for educating the public on the importance of property maintenance. Considering the facts that Covina is experiencing various socio-economic, demographic, and other changes and that its housing stock is aging, maintaining and expanding existing housing-related code enforcement efforts to identify and abate as great a number of major housing nuisances and problems as possible is essential. One approach, as stated immediately above and as mentioned in Section "E2," could be to focus resources and efforts in any neighborhoods or areas with notably high concentrations of identified violations/problems. This may be an efficient strategy. Moreover, because of the nature and extent of recent structural and related City Code violations, which, in the aggregate, tend to transcend traditional "planning" and "building and safety" purviews, as part of any expanded code enforcement effort, the City may wish to better coordinate enforcement (and property maintenance education) activities among its departments/divisions (for example, including Police and Fire in the process).

d. COMMUNITY DEVELOPMENT BLOCK GRANT (CDBG) FUNDING

1) Background facts - At one time, CDBG funds financed all Covina property rehabilitation efforts. (Now, as stated above, this area is supported by the CRA's "20% set-aside" fund.) Currently, very little CDBG funds go directly toward housing activities, about $20,000 for the current fiscal year earmarked for general administrative activities. The City utilizes its CDBG allocation, which is actually apportioned from the Los Angeles County Community Development Commission, for various public works and public service projects, such as minor street repairs and wheelchair ramp construction and library handicapped restroom retrofitting, that satisfy program guidelines. As of Element completion, the City is exploring future CDBG funding options, like limited lower income multiple-family rehabilitation.

2) Analysis - It appears to be in the City's best interest to devote a greater share of CDBG funds to specific housing programs, if possible. The CDBG process would complement well existing and possibly expanded rehabilitation and/or code enforcement efforts. Deteriorating multiple family acquisition could be an option, too.

e. **(FEDERAL) SECTION 8 RENTAL ASSISTANCE**

1) Background facts - As of March 1992, 252 Covina households were receiving Federal Section 8 rental subsidies. Under the Section 8 program, qualifying very low or low income households receive from the Los Angeles County Housing Authority (which is part of the Community Development Commission and administers this Federally funded program for Covina) payments equal to the difference between a unit's base rent and 30% of an applicant's monthly gross income. A household receiving Section 8 assistance may either reside in a project-based complex, meaning that all units in the apartment receive Section 8 subsidies, or may have a certificate/voucher, which would apply to any owner-accepting complex. Any unit for which a Section 8 contract is given must meet minimum Federal habitability and adequacy standards.

Of the 252 Covina households now receiving Section 8 assistance, 90 reside in one project-based complex, the Covina Gardens senior citizen only apartment facility at 200-204 West Rowland Street, and the remaining certificates are utilized by persons at various market rate apartments and single-family detached houses in the community. It should be noted that 23 Section 8 recipients reside in the 140-unit City-funded Village Green lower income senior apartment facility, meaning that some households receive two types of assistance. Village Green also is described in detail below.

Since 1988, the total number of Covina households receiving Section 8 assistance increased by 14 (238 to 252). The City is not sure by how many, if at all, the current number will increase in the future. Based on staff research and observations, it is believed that approximately 60% of the current Section 8 recipients are senior citizens. Table 75 shows the numbers of Covina households that receive Section 8 and City rental subsidies.

TABLE 75. COVINA HOUSEHOLDS RECEIVING RENTAL SUBSIDIES BY PROGRAM TYPE, 1991/92 FISCAL YEAR

PROGRAM	NUMBER OF HOUSEHOLDS (1)	
1. Section 8	252	(2)
2. City/Redevelopment Agency Set-a-side	87	(3)
	339	

(1) Categories are mutually exclusive.
(2) Numbers of senior and very low and low income households not known.
(3) Sixty-eight are seniors, seventeen are non-seniors, and two households are non-elderly handicapped. All 87 households are very low income.

2) Analysis - Ideally, local expansion of this program is desired and would greatly address Covina's lower-income housing needs. However, all funding comes from the Federal government, and, in light of current fiscal problems, future increases are uncertain. According to Los Angeles County Housing Authority officials, the minimum "waiting list" period at any one time for Section 8 assistance is approximately 30 months from the date a qualifying household first applies.

f. **(FEDERAL) SECTION 236 BELOW MARKET RENTAL RATES**

1) Background facts - As described in Section "G," under the Federal "236" program, through an agreement with the United States Department of Housing and Urban Development (HUD), the private owner of an apartment complex receives a below market interest rate on the mortgage in exchange for maintaining rents that are affordable to very low and low income households. Currently, there is one "236" project in Covina, the 180 unit Cienega Garden Apartments at 1976 East Cienega Street. In this complex, 168 of the households receive below market rate rents.

2) Analysis - This program, as stated above, provides below market rate rents to 168 households and therefore is believed to work well. However, it is extremely doubtful that similar Federally-funded projects will be built. Therefore, the needs to seek additional program funding and resources and to attain cost-effectiveness out of future housing efforts must be underscored.

g. REDEVELOPMENT AGENCY FINANCIAL ASSISTANCE IN AFFORDABLE HOUSING DEVELOPMENT

1) Background facts - Over the past 10 years, in two cases, the City has assisted private developers by leveraging financing on two affordable housing projects. The first development is the above mentioned 140-unit Village Green senior citizen apartment project, where the City/Agency provided a developer with a special construction loan and both reimbursed the builder for various construction costs and waived several planning and development requirements and standards on the condition that all unit rental rates be suitable for very low and low income seniors and that rental increases be restricted (to annual percentage increases in the consumer price index). In addition to receiving the already reduced rents, 61 and 23 households receive rental subsidies through, respectively, the CRA rental assistance and Federal Section 8 programs. The other project in question pertains to the 216-unit Shadow Hills complex, where the City provided a developer with land acquisition, construction, and public improvement funds through the Multifamily Housing Revenue Bond Process. The Bond program was contingent upon 20% of the units or 44 dwellings being reserved for lower income households. (As stated in Section "G," rent rate restrictions on the 44 dwelling units could terminate in 1997 and the City/Agency will reasonably attempt to preserve the units' affordability status.)

It must also be noted that both the Village Green and Shadow Hills layouts were approved under the Covina Zoning Ordinance's Planned Community Development (PCD) provision, which allows for a relaxation in general development standards if various matters are accommodated. For example, the Village Green complex, which was deemed "high quality" in nature and to serve an important affordable housing function, was approved based on reductions in parking, setback, and unit size standards and an increase in the permitted density. Because the PCD process serves as a housing development facilitating tool, it is discussed separately in Subsection "h" below.

2) Analysis - Both projects, especially Village Green (the only "all-senior" lower income housing project built in the '80s with direct City assistance), have provided Covina with much needed lower income dwelling units, and therefore the City should attempt to replicate these efforts, if possible. The City/Agency could also employ other incentives to lure potential developers/investors such as land write downs and then incorporate general concessions like density bonuses (explained in the following section), public improvement and/or development condition waiver, and fast-tract processing.

h. PLANNED COMMUNITY DEVELOPMENT (PCD) PROCESS

1) Background facts - The PCD is an overlay zone applied to all types of residential (as well as nonresidential) developments on a project-by-project basis that allows for modifications in various planning-related development standards such as building setback, parking, and open space, if a housing project is 1) of high architectural quality, 2) compatible with surrounding uses, and 3) consistent with the General Plan. Special consideration is also given for projects that provide affordable housing units, such as the above noted Village Green complex. The PCD process gives builders flexibility in developing housing so that building expenses can be reduced, other benefits can be realized, and, presumably, housing costs could be at least somewhat reduced. Since the early '70s, 25 residential projects with PCD designations have been built in Covina (17 condominiums/townhouses, 4 apartments, and 4 single-family detached tracts).

2) Analysis - The PCD process is a viable planning tool that the City, for reasons stated above, should continue to consider in appropriate projects. However, this mechanism by itself is not enough of an incentive to get, for example, below market rate units constructed. Additional inducements, including, but not limited to, density bonuses and developer construction/financing assistance (like the strategies employed with the above noted Village Green and Shadow Hills complexes) would have to be considered as well.

i. MULTIPLE-FAMILY AND RENTAL PROPERTY ZONING ACCOMMODATION

1) Background facts - In accordance with State law, many areas around the City are zoned for multiple-family or rental properties, and the community actively accepts and encourages the redevelopment of underutilized residential parcels (that generally have old pre World War II houses) to accommodate apartments and condominiums/townhouses.

2) Analysis - Over the years, this practice has worked well in providing current and prospective Covinans with a variety of housing types, has bolstered local economic development, and has furthered various local and State housing and other goals and practices. In the revised General Plan, the City intends to maintain medium and high density designations on a sufficient number of now vacant and underutilized lots in appropriate areas to continue this practice. Although moderate development of this type will be encouraged to continue, in accordance with input received in the data collection phase of the General Plan update process, densities have been reduced slightly.

j. MOBILE HOME ACCOMMODATION

1) Background facts - In accordance with State law, the City has a "mobile home" zone and strives to preserve its mobile home parks, which, in Covina and in most other communities, tend to constitute an important affordable housing source. Although the City retains Zoning authority over mobile home parks, through an agreement with the California Department of Housing and Community Development (HCD), the State retains building permit issuance and inspection authority over all mobile homes.

2) Analysis - The City has and will continue to preserve its five mobile home parks for affordable housing reasons. Because of a lack of inexpensive large, flat, and vacant parcels in locations suitable for residential development, it is unlikely that future mobile home parks can be developed, however. (As discussed in the nonconforming use section above, one of Covina's mobile home parks is a deteriorating property in an industrial area that the City may want to abate or make nonconforming. This facility requires further study.)

k. MANUFACTURED HOUSING ACCOMMODATION

1) Background facts - In accordance with State law, the City permits pre-manufactured housing in most single-family detached and all apartment and condominium/townhouse areas (e.g., in the "R-1-7500" and "RD" Zones). In the early '80s, the State required cities to permit detached manufactured housing, in addition to mobile homes, in at least one residential district. Manufactured housing has been identified as an affordable alternative to conventional production houses.

2) Analysis - The City will continue to permit this type of dwelling unit, subject to general site location and design standards. As of Housing Study preparation, however, no premanufactured units have been built. It is not known whether and, if so, how many, premanufactured housing units will be developed on Covina's relatively few remaining vacant "R-1-7500" lots. (Because of high land values, construction of this type of dwelling in "RD" areas appears doubtful.)

3. Potential Housing Programs

The previous section discussed and analyzed existing Covina housing programs. It is also necessary here to touch upon potential programs, particularly those that would be most viable for Covina. Thus, listed below are various key housing measures that, because of their apparent applicability and/or relevancy, the City should consider adopting. These programs, along with other measures and existing efforts, are described, clarified, and expanded upon in the implementation chapter of the Housing Element.

The potential programs, which range from increasing the housing stock for various segments to maintaining and preserving existing units, are listed below, not in any particular order, though measures are organized within a 5-topic framework in the Housing Element. The potential programs are:

a. Permit second units or granny flats on single-family detached properties.

b. Permit mixed use developments (such as multiple-family residential or single room occupancy (SRO) units over commercial activities) within a vibrant, functional "urban village" context, in appropriate areas in and around the downtown.

c. Enact additional local ordinances, programs, and practices to identify and abate the maximum possible number of housing-related City Code violations and to better educate the public in this area, thereby supplementing existing code enforcement efforts. Special attention should be given to achieving greater intra-departmental coordination, in light of the extent and nature of various housing problems, as well as possibly focusing resources and efforts in neighborhoods or areas with notably high concentrations of identified violations/nuisances.

d. Develop an informational, bulletin board-oriented shared housing program for seniors and non-seniors to match housing-needed single persons with other individuals either looking for shelter or willing to rent out an extra room.

e. Issue land write downs plus related concessions and incentives in the development of affordable housing.

f. Develop first-time homebuyer loan program coordinated with financial institutions, possibly based on the Community Reinvestment Act.

g. Help establish or work with community development corporations (CDCs) or other nonprofit groups by providing technical assistance and funding or loans in either building or rehabilitating housing.

h. Consider utilizing one or more State programs to expand the supply of affordable units, such as Rental Housing Construction, for new multi-family construction; California Housing Rehabilitation Program - Owner Component, for general rehabilitation; California Housing Rehabilitation Program - Renter Component, for suitable for rehabilitating old apartments in Downtown (such as the former Pacino's at 225 North Citrus Avenue). Also consider following one or more Federal programs such as HOME, the funds of which could apply in several areas: multiple-family construction; owner- and renter-occupied rehabilitation; and first time homebuyer loans.

i. Review Planning and other City Department/Division Codes and procedures and streamline and modify those found to be unnecessary or excessive.

j. Streamline development review process for special, affordable housing developments.

k. Modify Covina Zoning Ordinance to accommodate homeless shelters and transitional housing in "RD" (apartment/ condominium) and "C-P" (professional office) zoning districts.

l. Develop and maintain a homeless facility referral list.

m. Study overcrowding in housing units and develop a strategy for reducing the problem.

n. Study and monitor any identified negative impacts associated with the possible abatement of Zoning-Ordinance defined "detrimental" nonconforming residential properties, an underlying strategy of which would be intended to promote land use compatibility, physical betterment, and/or economic development.

o. Continue to monitor public and other surplus land for potential affordable housing development.

p. Consider the feasibility of initiating a program, based on whatever funding is available, to purchase and/or rehabilitate major deteriorating apartment complexes.

q. Prepare and adopt a density bonus ordinance, based on State law, granting site-specific "upzoning" and other concessions if a project contains a minimum amount of units affordable to lower income households.

r. Monitor the impacts of future development activities on City services and on the infrastructure and prepare appropriate responses, particularly regarding streets, parks/open space, and emergency services.

s. Monitor special, low income housing projects for possible termination of affordability restrictions, paying particular attention to the potentially "at risk" Shadow Hills complex.

t. Compile and maintain information on existing and potential sources of funding and on affordable housing developers.

u. Prepare and adopt an ordinance that, relating to density computation, would consider two dwelling units as one if the project greatly addresses major Covina lower income housing needs.

4. Summary of Key Facts

a. The focus of Covina's current housing strategy are various housing programs that are administered through and/or funded by the Covina Redevelopment Agency (CRA), the City itself, and the Federal government (through the Los Angeles County Community Development Commission).

b. Funding for CRA and City programs/housing efforts comes from redevelopment's tax increment "20% lower income housing set-aside" fund, the municipality's general fund, and fines imposed on property owners undergoing code enforcement actions.

c. The current major Redevelopment and City housing programs are:

1) Rent Subsidy (87 very low income households are now assisted).
2) Rehabilitation (in the current fiscal year 30 very low income homeowners-occupants are assisted with grants or loans to do various home repairs).
3) Code Enforcement (recently, 185 deteriorating and dilapidated structures have been or currently are being abated. Because of some existing housing/property maintenance problems, code enforcement is regarded as a major City concern and will likely be expanded).
4) Community Development Block Grant (CDBG) funding.
5) (Federal) Section 8 Rental Assistance (252 Covina households at various locations receive assistance).
6) (Federal) Section 236 very low and low income rental restrictions for Cienega Gardens Apartments (168 of the complex's 180 households are assisted).
7) Redevelopment agency financial assistance in the development of two apartment complexes.
8) Planned Community Development (PCD) Process (allows for cluster developments and reductions in standards if certain conditions have been met --to date 25 residential PCDs have been built).

d. Although the existing Covina Housing Element is obsolete, the City has been implementing several viable programs, as noted above, that collectively are consistent with the intent of State housing element law,

which is to facilitate the construction of a variety of unit types and the preservation and maintenance of the existing affordable housing stock.

e. Generally, all existing programs work well and should be maintained and, if possible, expanded.

f. To bolster and improve Covina's housing efforts, several new programs should be considered, such as permitting second units on single-family lots, enacting a density bonus program, expanding the scope of existing code enforcement activities, permitting mixed uses, purchasing and/or rehabilitating deteriorating apartments, and issuing land write downs in affordable housing development.

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J. HOUSING INFORMATION OBTAINED THROUGH CITIZEN PARTICIPATION

1. General Information

State planning law requires a local government in the course of updating its housing element to "make a diligent effort to achieve public participation of all economic segments of the community" to best identify all issues and needs. To fulfill the citizen participation requirement for this topic as well as other Covina General Plan Elements, the City Planning Division:

a. Prepared and distributed a "short" questionnaire to all Covina households.

b. Prepared and distributed a "long" questionnaire on a random basis to approximately 10% of all Covina area households.

c. Conducted two "town hall meetings" or public forums.

d. Prepared a cable television commercial on the General Plan update and had a staff member appear on a local cable television program to discuss the General Plan update process and answer public questions.

e. Prepared and distributed several general plan update flyers at City Hall and at various public functions. Also prepared press releases and articles in various newspapers and City publications on the update process and on the public forums.

f. Received numerous comments from the public regarding housing on the phone, at the counter, in the field, through the mail, and in the course of site specific project reviews.

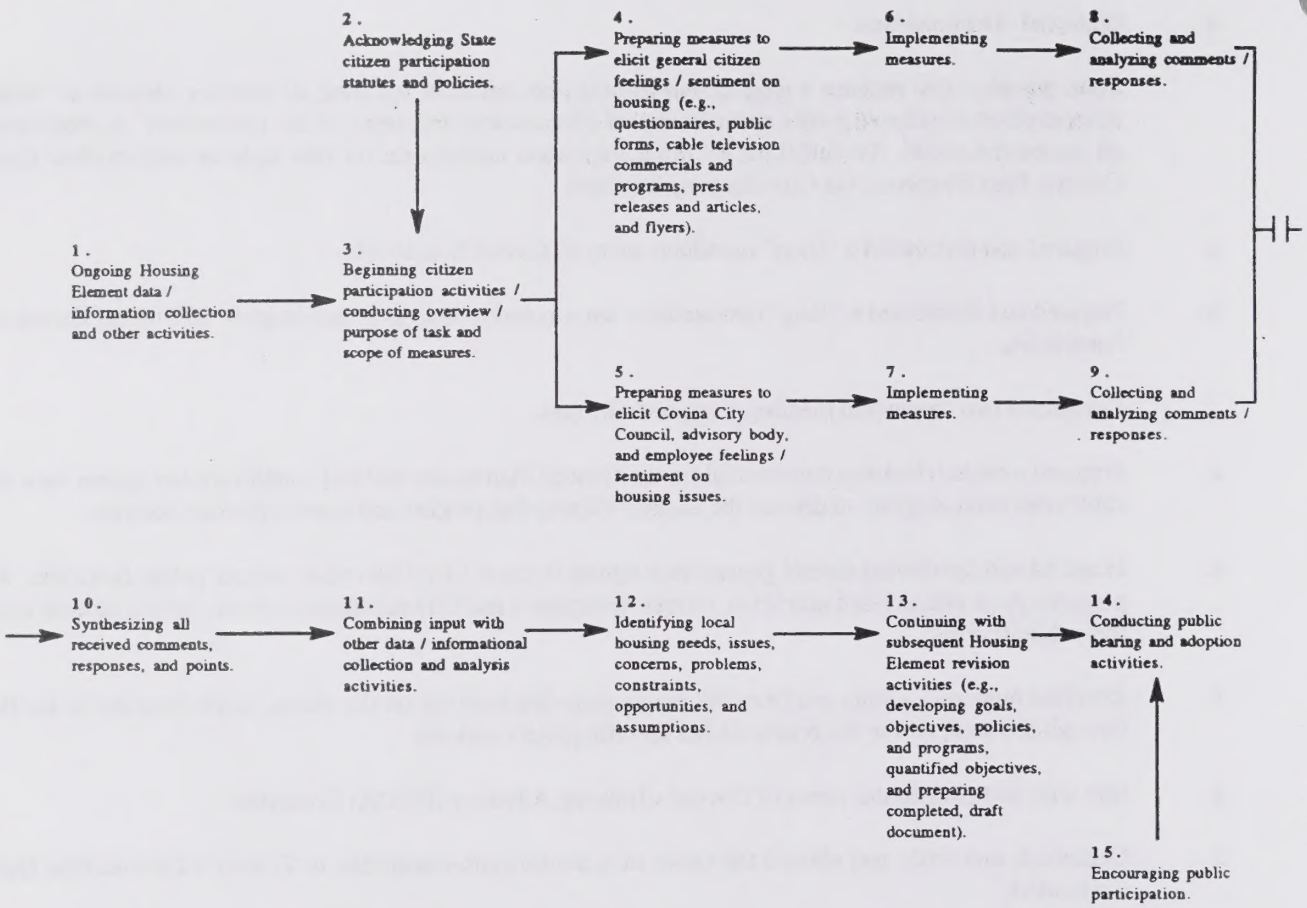
g. Met with and elicited the views of Covina's Housing Advisory (HCDA) Committee.

h. Organized, met with, and elicited the views of a housing sub-committee of Covina's General Plan Update Committee.

i. Met with and elicited the views of City of Covina employees who deal with housing issues.

Chart 2 on the following page illustrates the citizen participation activities in relation to the overall Housing Element update process.

CHART 2. CITIZEN PARTICIPATION PROCESS



2. Citizen Participation Methods

The remainder of this section is devoted to discussing the above items and, where appropriate, highlighting the housing-related input. In some cases, documents are referenced to the APPENDICES. It must be emphasized that all public comments have been carefully studied by the Planning Division and, to the greatest extent feasible, incorporated into the body of data and information that was utilized in developing the Housing and other General Plan Elements.

a. "Short"/Community Resources Brochure Questionnaire

The Short Questionnaire was distributed in January 1989 to all City and County households. (The Planning Division felt including County households was appropriate to ensure that as many views as possible could be addressed.) The purposes of the two-page Questionnaire, which appeared in the winter 1989 Community Resources (now Parks and Recreation) Department brochure, were to identify local citizen views on various planning-related issues for the General Plan update (i.e., housing was one of several matters of which the City desired input) and to serve as a basis for developing a more detailed, random survey (the Long or Community Questionnaire, which is discussed below). Eighty-one responses to the Short Questionnaire were returned to Planning out of 21,436 sent out (the then total number of dwelling units in Covina's planning area). Although the 81 responses have been analyzed and considered here, the low response rate tends to limit the number of inferences that could be made regarding the entire population. A copy of the entire Questionnaire and all corresponding responses are illustrated in APPENDIX F. Below are key housing-related comments.

1) 58.5% of the respondents said that "housing costs and availability" were moderate or major concerns.

2) 49.3% of the respondents said that "housing subsidies and maintenance programs" were moderate or major concerns.

3) In response to the question, "In your opinion, what are the major local planning and development issues facing Covina today?" 14.4% of the respondents indicated that the City should adopt a "slow to moderate growth" policy.

4) In response to the question, "What goals would you like to see the City adopt to guide development over the next twenty-five years?" 27.1% of the respondents indicated "slow or control growth/maintain low-intensity development pattern or small town atmosphere," 18.5% of the respondents said "limit apartment/multi-family development," and 13.5% said "encourage pride of ownership/property maintenance/ home improvements."

5) The following question and accompanying responses are shown as they appear in the actual "answer copy" of the Questionnaire (APPENDIX F).

Do you think any of the following housing types should be built in greater amounts than others? Please rate these on a scale from "none needed" to "many needed." Circle the appropriate number.

	DON'T KNOW	NONE NEEDED	SOME NEEDED	MANY NEEDED
a) Single-family detached houses	12.3%	11.1%	38.2%	38.2%
b) Condominiums and townhomes	14.8%	49.3%	30.8%	4.9%
c) Apartments	16.0%	60.4%	20.9%	2.4%
d) Mobile homes	20.9%	64.2%	11.1%	3.7%
e) Other_____				

b. "Long"/Covina Community Questionnaire

The Covina Community Questionnaire was the Planning Division's primary tool for gathering public input. The Questionnaire was distributed in July 1989 and, like the Short Questionnaire, functioned primarily to identify local citizen views on various issues (again, housing was one of several topics covered) to assist the staff in revising the Covina General Plan. A total of 2,208 forms were mailed out--or one to every tenth City and County dwelling unit. (The 10% sample was based on available funding.) The response rate was 15%, or 332 forms were returned. Based on generally accepted statistical theory, this rate is sufficient to make accurate inferences of the overall population. The entire Questionnaire appears in APPENDIX G. Listed below are housing related Questionnaire queries and accompanying response percentages.

1) In response to the question, "Please circle the number that best expresses your assessment of the importance of the areas of concern or issues listed below," regarding housing-related issues, the following answers were given. (Note: percentage figures for the below and all other questions mean "the percentage of persons responding in the affirmative for this category.")

	NO CONCERN	MINOR CONCERN	MODERATE CONCERN	MAJOR CONCERN
a) Overdevelopment	4.4%	15.4%	29.2%	50.9%
b) Traffic	5.0%	14.3%	31.5%	49.2%
c) City appearance	4.5%	8.4%	33.2%	53.9%
d) Maintaining private property (yards, lawns, building appearances)	5.5%	9.7%	30.7%	54.0%
e) Housing costs and availability	6.2%	17.6%	34.0%	42.2%
f) Housing types and distribution	5.2%	11.8%	35.6%	47.4%

2) A number of ways to improve housing opportunities for low and moderate income residents and senior citizens in Covina have been proposed. Which of the following would you support on a scale from "would not support" to "strongly support."

	DON'T KNOW	WOULD NOT SUPPORT	MODERATELY SUPPORT	STRONGLY SUPPORT
a) Require that projects include a percentage of affordable housing	8.2%	28.5%	33.1%	30.2%
b) Permit more units to be built on lots zoned for apartments or condos if a percentage of affordable units is included	5.7%	63.7%	17.7%	13.0%
c) Encourage more renter-occupied housing to be built throughout City	8.0%	63.1%	18.8%	11.8%
d) Encourage second units on single-family lots	7.3%	58.8%	21.8%	12.1%
e) Encourage affordable senior-citizen only housing	5.4%	13.3%	35.8%	45.6%
f) Expand housing subsidy programs for seniors and low-income households	6.0%	28.5%	35.8%	29.7%
g) Expand programs to conserve and rehabilitate existing housing	5.8%	7.8%	38.6%	47.7%
h) Encourage prefabricated housing	14.2%	52.5%	20.2%	13.1%

i) Other (please specify)_____

(Moderately or Strongly Support for all responses)

Affordable Housing	58.1%
No More Low Cost Housing	25.8%
More HUD Housing Programs	9.7%
Better Balance of Different Types of Housing	6.5%

3) On a scale from "none needed" to "many needed," to what extent do you feel the following housing types should be built in Covina over the next 25 years?

	DON'T KNOW	NONE NEEDED	SOME NEEDED	MANY NEEDED
a) Single-family detached units	4.6%	14.1%	43.1%	38.2%
b) Condominiums and townhomes	4.4%	39.9%	47.3%	8.4%
c) Apartments	5.4%	59.7%	28.5%	6.4%
d) Mobile home parks	8.3%	59.7%	26.7%	5.3%
e) Second units on single-family lots	7.5%	55.6%	25.8%	11.2%

f) Other (please specify)_____

(Some or Many Needed for all responses)

More HUD Housing	50.0%
Senior citizen housing exclusively	33.3%
Lower income housing for first time home owners	5.6%
Let property owners maximize densities	11.1%

4) What do you think the City should do with its relatively high percentage of medium to high density developments (i.e., apartments, condominiums, and townhomes)?

a) Nothing - allow development to continue at current pace	13.8%
b) Reduce slightly the number of units that can be constructed on lots zoned for apartments, condominiums, etc.	21.7%
c) Reduce greatly the number of units that can be constructed on lots zoned for apartments, condominiums, etc.	62.2%

c. Public forums/town hall meetings

In spring 1989, the Planning Division conducted two open meetings in the Josyln Senior Citizen Center to meet the public directly and to receive comments on land use, transportation/circulation, housing and other topics. Both meetings were advertised in the local newspapers, press releases were prepared, and letters were mailed to local service clubs and various groups such as the local real estate board.

To provide a framework for meeting discussions, Planning prepared a handout with housing and other questions (refer to APPENDIX H). In response to the housing questions, the following comments, which have been synthesized from both meetings, were made.

1) We should have slow to moderate housing growth.

2) The residential character of Covina should remain that of single-family detached homes with a small-town atmosphere.

3) Where appropriate, old, deteriorating residences that are regarded as architecturally or historically significant should be restored and/or moved.

4) The few remaining areas in the downtown that have not been upzoned should remain single-family detached

to allow at least some of Covina's early history to be preserved.

5) Covina's special character should be preserved by maintaining a diversity of various types of old and new homes and by following various architectural styles for new homes.

6) We should question whether it is appropriate, or possible in light of current conditions and community sentiment, to provide 976 units over next 5 years as directed by SCAG. If possible, the number should be lowered.

7) Currently, Covina has too many apartment units. The proliferation of apartments can lead to "problems." However, the City must permit some apartment construction, as well as moderate condominium and townhouse development, to provide housing opportunities for prospective Covina buyers who cannot afford single-family detached residences. Owner-occupied medium or high density complexes (i.e., condominiums and townhomes) are preferable to apartments.

8) Citywide, multiple-family densities should be reduced. City officials should ensure that all developments are high quality in nature and that developers comply with all standards, especially the provision for minimum amounts of open space and parking.

9) Some of the new residential subdivisions have relatively small lots. These developments must be reviewed carefully to ensure that they will be viable.

10) We may wish to reconsider our strict guidelines on second units or granny flats, which could be discouraging legitimate granny flat applicants. Granny flats should be regarded by the City as a viable housing option for senior citizens. However, our standards must not be too lenient, and the character of single-family neighborhoods must not be changed.

11) The City must build low-cost housing that senior citizens can afford. Long-time Covina residents who cannot afford market rate prices should be given top priority in terms of housing assistance. But we should also provide affordable housing to incoming young households and the handicapped.

12) All affordable housing complexes must be located within close proximity to public transportation stops, shopping facilities, parks, and community and medical services. In certain cases, it may be appropriate for the City to permit low cost housing developments with densities higher than allowed on market rate complexes (such as the Village Green development).

13) One method of attaining more affordable housing that the City should explore is buying certain deteriorating apartment projects, repairing them, and then renting out the units as reduced rates.

14) Covina needs a better code enforcement program to catch such violations as illegal garage conversions and other types of illegally constructed dwelling units. One aspect of this program should be to educate the public, through handouts and other methods, on what residents can and cannot do with their properties. City officials simply do not know the seriousness of many violations.

d. Local cable television station commercial and interview of Planning staff member on the same station regarding General Plan update.

In April and May 1989, a 30-second cable television commercial on the then-upcoming public forums and on the General Plan update process appeared on two local stations. The commercial showed various sections of Covina as an announcer described the need for public attendance at the forums and participation in the overall update process. (A verbatim transcript is presented in APPENDIX I.) Regarding the cable television interview, the Covina City Planner appeared on a local news-oriented program and spoke of and answered various questions about the City's General Plan revision activities.

e. Preparation and distribution of flyers and local newspaper press releases on the General Plan update.

Since 1989, the City Planning Division has prepared several flyers, articles, and press releases on various facets of the General Plan update. For example, flyers on both the overall process and on the importance of public participation have been handed out at local fairs and business expos. Also, articles have been written in quarterly City publications such as the Parks and Recreation Department brochure and the official City newsletter, City View. Moreover, during various periods, local newspaper press releases on the General Plan update and/or citizen participation activities have been sent to the San Gabriel Valley Tribune and the Covina Press-Courier Highlander. Copies of these materials can be found in APPENDIX J.

f. The receiving of numerous public comments on housing issues through day-to-day activities.

Since the General Plan update process began in 1988, the City planning staff, particularly the Associate Planner in charge of the General Plan assignment, have received many housing-related comments through public discussions on the phone, at the front counter, and with project applicants and related consultants during development reviews. Many noteworthy comments and suggestions were made, most of which were similar to the above noted public forum remarks and community questionnaire response orientations. Although this process was not an "official" citizen participation tool, conversing with the public at City Hall and in the field nevertheless served as another vehicle for identifying, clarifying, and verifying local views on housing and related issues.

g. Meeting with Covina's Housing Advisory Committee.

In spring 1989, the Planning Division twice met with the City's nine-member Housing Advisory Committee to ascertain its views on Covina's housing situation and on potential new programs. (The complete name of the body is the Housing and Community Development Act (HCDA) Advisory Committee, which was formed in the mid-70's to make recommendations on the disposal of CDBG and other Federal monies and on matters pertaining to City housing and related programs.)

Based on a Planning-prepared handout with questions, the following HCDA comments were made. The remarks represent a synthesis of comments during both meetings. Planning's questions can be found in APPENDIX K.

1) The City should meet, but not exceed, the number of housing units (976) that the Southern California Association of Governments (SCAG) requires us to accommodate. If possible, a lesser number should be provided.

2) Covina should remain a family-oriented community with primarily owner-occupied units. Single-family tract housing is preferable to condominiums and townhomes. We should also maintain existing mobile home parks, allow for moderate apartment construction, and facilitate the development of senior citizen only housing.

3) Apartments and condominiums and townhomes can be constructed in the downtown and along major streets as long as the developments are high quality and consistent with surrounding land use and road conditions. A three-story condominium/townhome complex is preferable to a two-story apartment.

4) We should balance economic and employment needs with residential development. Specifically, commercial developments must be maintained and the City should continue to welcome small- to medium-size businesses and industrial operations to attain greater tax revenues and job opportunities.

5) The City's current housing image, which is that of a family-oriented community dominated by owner-occupied residences, should continue in the future. However, all household and housing types must be

considered as the demographic and physical makeup of Covina continues to change.

6) The City should follow State density bonus law for attaining low- and moderate-income housing. However, we should not reduce development standards. A fair amount of housing in and around the downtown is needed for senior citizens and for low- to moderate-income persons.

7) The City may wish to assist incoming poor households, though housing needs must be balanced with long-time Covina residents and senior citizens.

8) Covina should not enact any rent control on mobile home parks or apartments. We should remain neutral on converting mobile home parks to condominium arrangements, but we should also discourage the conversion of mobile home parks to other uses.

9) The City should not reduce development standards in exchange for affordable housing.

10) The Covina Redevelopment Agency (CRA) should consider buying and rehabilitating deteriorating apartment projects and turning them into affordable senior citizen rentals. Maintenance and operations should be handled by private management companies. Other arrangements, such as the CRA working with the private sector in developing affordable housing, should also be explored.

11) Covina's housing programs should be prioritized as follows:

1st - Low-income Covina senior citizens.
2nd - Young, first-time buyers.
3rd - Handicapped persons.
4th - Incoming low-income residents.

Rental assistance programs for elderly lower income Covina residents must remain a priority.

12) The City should continue and, if possible, expand its existing housing rehabilitation program to fund more home repairs and to cover apartments.

13) The City should enact a more extensive code enforcement program. Included in this must be implementation of the the soon-to-be completed private property maintenance ordinance. However, the City must be sensitive to poor, elderly homeowners who may lack the physical or financial ability to clean up their properties.

14) All future housing development in Covina must be high quality in nature. Prior to final city approval of any housing project, the Planning staff must ensure that all Planning codes and conditions have been followed.

15) Because of Covina's shortage of parks, we should avoid, as much as possible, the conversion of existing parks and open space resources.

16) The City should explore the overcrowding problem and, if possible, prevent several families from occupying any one dwelling unit.

17) The City should explore the possibility of confiscating and selling properties where drugs are found. This could be an additional method of attaining funds for City housing programs.

18) All Covina departments and divisions should evaluate development proposals in a manner that best meets the needs of the citizens of Covina. Overly restrictive requirements should be repealed.

19) City departments and divisions should better disseminate information on community codes and policies to the public, particularly regarding private property maintenance and code enforcement. Also, the departments

and divisions need to better coordinate among themselves the application of their codes and policies.

20) Once adopted, the new General Plan must be implemented as intended.

h. Organization of and meetings with Housing Subcommittee of Covina General Plan Update Committee.

To involve the Covina City Council and Planning Commission in the update effort and to elicit the views of these two bodies, the Planning Division formed the Covina General Plan Update Committee, which actually was organized according to and met in three small Subcommittees: Land Use, Community Design, and Redevelopment; Circulation, Open Space, and Noise; and Housing. Each Subcommittee was comprised of two Council members and two Planning Commissioners, and the meetings were held in February and March 1989.

Refer to APPENDIX L for the questions Planning prepared for the Housing Subcommittee, whose comments are listed below:

1) There should be less new apartment and condominium development. Existing densities should be reduced. Future apartment and condominium construction should be oriented around major thoroughfares that are already designated for medium to high density development, or around areas like Center and Dexter Streets (downtown) that are well into the transition from old, single-family homes to apartment/condominium complexes. This determination is based on, among other things, the City's high percentage of apartments and condominiums, the basic character of the community, and on a possible future strain on City services. However, the development reduction shall be balanced with the City's Regional Housing Needs Assessment (RHNA--SCAG's requirement for providing a specific number of housing units).

2) On streets that are now zoned for apartments and condominiums with no more than two multi-family complexes, no additional apartments/condominiums should be permitted. Both Zoning and General Plan designations should be changed to reflect this. Existing multi-family complexes would be made non-conforming.

3) The City's future "residential image" shall continue to be one of predominantly well-maintained single-family detached homes. This policy is in line with the desire to retain Covina's small town atmosphere.

4) All future apartments and townhouses shall be high quality in nature and low- to medium-density (at or under 20 units per acre) in character. Variances should be discouraged. (See item 6 for proposed densities.) Any further increases in densities and any reduction in standards must be appropriate and in line with overall housing goals and polices, while density reductions themselves must be reasonable and defensible against possible legal challenges.

5) Mobile home parks should be preserved because of their value as a source of low- to moderate-income housing.

6) Residential density categories should be reduced. For example:

Low Density	1-6	units/acre
Medium Density	7-15	units/acre
High Density	16-20	units/acre

For special senior citizen housing complexes, such as Village Green on East Covina Boulevard, two units could be considered as one for purposes of complying with the above density limits. The City would also need to make a low/medium density classification for building single family homes on lots that are substandard in size (i.e., less than 7,260 square feet). A density bonus of approximately twenty percent may be appropriate to encourage lot consolidation.

The below numbers illustrate how the proposed densities would affect multi-unit development on a typical, single lot in the downtown.

1. 60' x 175' = 10,500 sq. ft. (.24 acre) (A typical lot size)

a. 6 units - 25 units/acre
5 units - 20.83 units/acre
b. 4 units - 16.67 units/acre
3 units - 12.50 units/acre

2. 50' x 175' = 8,750 sq. ft. (.20 acre) (Another typical lot size)

6 units - 30 units/acre
5 units - 25 units/acre
a. 4 units - 20 units/acre
b. 3 units - 15 units/acre
2 units - 10 units/acre

a. Existing maximum number of units that can fit on site.
b. Proposed maximum number of units that could be constructed.

Thus, the proposed density limits would reduce slightly the maximum number of units permitted on lots of both sizes. The reduction would not be unreasonable and is in-line with current development standards anyway. (Refer to Section "E7" above and Land use Study for clarification.) Utilizing a twenty percent density bonus provision on two of the above size parcels would result in the following development scenarios:

1. 21,000 sq. ft. total acres - equates to 10 units (Limit without density bonus would be 8 units)

2. 17,500 sq. ft. total area - equates to 7 units (Limit without density bonus would be 6 units)

7) Regarding "affordable" housing, the City should attempt to acquire older, substandard apartments, rehabilitate them, and implement appropriate management programs. This would provide the City with better control over low- to moderate-income projects. As mentioned in item 6, a density bonus provision for senior citizen units should be considered as a means of encouraging more complexes to be built.

8) A major housing strategy of the City should be the preservation and rehabilitation of old housing units/complexes.

9) Regarding the many 100' x 300' residential lots that are developed with only one house and surrounded by single family uses, the City should encourage their continued existence because "flag lot" layouts are undesirable and because the construction of apartments or condominiums may not be compatible with adjacent uses.

i. Meetings with various City of Covina employees.

The City Planning staff met with all Covina department and division heads to ascertain their views on various physical, environmental, economic, and social matters pertaining to the General Plan update. On the issue of housing, Planning paid particular attention to remarks received by four departments/divisions: Administration, Redevelopment Agency, Special Programs and the former and Housing Division of the Community Development Department. (Currently all housing functions of the former Housing Division have been shifted to the Redevelopment Agency, and Housing has been renamed Special Programs. The Special Programs section currently administers the CDBG, local transportation, and other programs). All comments from these departments/divisions have been considered in preparing the Housing Element, and, although the initial contacts were made in 1989, Planning has maintained contact to note any changes of opinion/policy. All questions asked of City of Covina officials appear in APPENDIX M. Overall, their comments seemed to focus on:

1) The importance of housing code enforcement and the need to maintain the structural condition of private properties, particularly aging apartments.

2) The importance of maintaining and, where possible, expanding the housing rehabilitation program.

3) The need to limit future apartment development. (This is the view of a few, though not most, officials.)

4) The need to be receptive to all future medium and high density complexes. (This is, of course, in contrast to #3 above, which is indicative of differing opinions of apartments among the staff.)

5) The need to continue and, where possible, expand rental subsidies.

6) The need to develop new housing programs, particularly those that will generate the greatest benefits for the least expenses.

3. Synthesis of All Housing Comments/Points

As stated throughout the Housing Study and detailed in this section, the Planning Division has complied with the State general plan citizen participation requirement through employing a number of methods and, to the greatest extent practical, all of the input has been analyzed and considered in preparing the revised Housing Element. The synthesis of this input, which is incorporated in the important overall city housing issue identification process (see Section "K"), is presented below.

a) Maintaining a moderate amount of future development and an appropriate mix of dwelling unit types.

b) Maintaining the current residential land use distribution or pattern, particularly with respect to medium and high density developments in currently existing or appropriate neighborhoods, and attempting to mitigate potential land use conflicts.

c) Locating lower income or senior citizen apartments in areas accessible to shopping, services, recreational facilities/centers, and public transportation routes.

d) Maintaining Covina's small-town character/good image.

e) Preserving houses and/or blocks deemed architecturally and/or historically significant.

f) Maintaining high quality, attractive, and functional new housing developments and additions and reviewing carefully any reductions in design guidelines or development standards to accommodate any dwelling unit type, particularly lower income housing.

g) Promoting private property maintenance as much as possible.

h) Accepting granny flats and complexes built with density bonuses.

i) Developing new programs with viable funding mechanisms to purchase deteriorating apartments- and possibly converting them to affordable housing complexes.

j) Continuing with and expanding the housing-related code enforcement and rehabilitation programs as a means for preserving affordable housing and for maintaining the integrity of Covina's neighborhoods and for overall community appearance and character.

k) Better addressing lower income, particularly senior citizen, housing needs through such avenues as affordable housing development and rental subsidy expansion.

l) Acknowledging its most urgent "special housing needs," which are believed to be very-low income seniors overpaying for housing, very-low income non-senior households overpaying for housing, very low income handicapped persons (of all age levels), and potential incoming, young first time home buyers. Additional prioritizing may be needed.

m) Monitoring overcrowding and developing responses, if appropriate.

n) In terms of complying with SCAG's "future construction needs," ensuring that our development objectives can be accommodated considering Covina's existing situation, housing characteristics, development constraints, and the need to maintain and, where possible, bolster the local economy.

o) Reducing downward, in a reasonable and defensible manner, the density limits pertaining to all 3 existing categories, particularly "medium" and "high." The maximum high density designation should be around 20 dwelling units per acre.

p) Where possible, City departments should streamline development regulations, better coordinate plan review activities, and better disseminate information to the public on such issues as the importance of private property maintenance, code enforcement, and operating City/Redevelopment Agency housing programs.

q) Pursuing cost effective strategies pertaining to current and future housing programs.

r) Recognizing the need to implement the revised Housing Element as intended, following adoption.

K. COMMUNITY HOUSING ISSUES, OPPORTUNITIES, AND ASSUMPTIONS

1. General Discussion

In order to best shape the goals, objectives, policies, and programs or implementation measures of any general plan element, the update process must include an identification of what the State General Plan Guidelines calls "Issues," "Opportunities," and "Assumptions." Issues are defined as important community matters or problems that warrant recognition, discussion, and analysis. For this Housing Study, then, the issues would be comprised of the important housing-related information, matters, and problems that have been presented in Sections "A" through "J" above. Opportunities, moreover, are actions or potential actions of the subject community or another governmental entity that could benefit the City implementing the general plan. An example of an opportunity is a public agency that sells or donates land for affordable housing purposes. Assumptions, lastly, basically are suppositions regarding various factors and issues during general plan or element implementation. This section, then, serves as a conclusion to the Covina Housing Study and as a foundation for key components of the Housing Element document.

For reasons of clarity and simplicity, the issues, opportunities, and assumptions are presented below within a six-topic framework. Within each area, it should be noted, the three terms are not listed in any particular order. The framework is:

1. Housing Unit Types and Amounts and Future Development Activity.
2. Housing Location and Distribution.
3. Structural, Occupancy, and Community Aesthetic Conditions.
4. Housing Costs and Affordability.
5. Demographic, Social, Income, Economic, and Employment Characteristics and Trends.
6. Special Housing Needs.

The remainder of this section lists the respective topics' issues, opportunities, and assumptions, which are not prioritized or presented in any particular order. It must be noted that the topics are not mutually exclusive. Therefore, some of the issues overlap.

2. Area 1 - Housing Unit Types and Amounts and Future Development Activity

a. Issues

1) Recognizing City's obligation to maintain and accommodate a variety of housing types for all economic segments, while finding an appropriate dwelling unit mix.

2) Dealing with City's perceived over-concentration of apartments and perceived permissive medium and high density limits and, accordingly, making reasonable density adjustments.

3) Maintaining (or need to maintain) moderate amount of future growth.

4) Accommodating future growth with adequate public services, facilities, and infrastructure.

5) Establishing reasonable medium and high density limits in an era of increasing land use intensification pressures.

6) The impact of future commuting patterns and major employment centers on Covina housing.

7) The impact of Metrolink Commuter Rail Station on future Covina housing decisions.

8) Addressing SCAG's (Southern California Association of Governments, the advisory regional planning agency for the region) future housing construction needs targets while considering Covina's existing

situation, generally built-out character, development constraints, and economic development factors, such as the City's need and obligation to focus on job retention and growth.

9) Accommodating continuing infill development of all types.

10) Accommodating continuing medium and high density developments, particularly apartments, as a means of addressing lower income housing needs.

11) Maintaining mobile home parks.

12) Maintaining the City's Planned Community Development (PCD) process (in the Zoning Ordinance) as a vehicle for encouraging medium to high density developments.

13) Permitting second units (or granny flats) on single-family lots and accepting multiple-family complexes with density bonuses as way of attaining more affordable housing development.

14) Acknowledging the fiscal and economic constraints involved in changing commercial or industrial land uses to residential.

15) Considering accepting mixed use arrangements, particularly in and around the downtown, as a mechanism for obtaining additional housing and bolstering revitalization activities.

16) Addressing the City's park/open space deficiency, which will be exacerbated by population growth, with reasonable potential measures.

17) Addressing how to abate major or Zoning-defined "detrimental" nonconforming uses, which the City may pursue under appropriate circumstances, in a fair and reasonable manner.

18) Deciding whether a particular, deteriorating mobile home park and approximately 266 single-family houses in multiple-family areas should be made nonconforming.

19) Considering the viability of the density bonus process and accompanying development standard reduction in obtaining affordable housing.

20) Monitoring future demolitions to detect any serious depletion of Covina's affordable housing stock.

21) Along with constructing and maintaining its housing, recognizing Covina's obligation to maintain and, where possible, increase its number of employment opportunities to have a good jobs-to-housing ratio and to bolster local economic development efforts.

22) Maintaining appropriate development standards to ensure high quality, attractive, and functional housing developments and being cautious about standard reductions.

23) Following through on required "analysis of potential housing sites" activity by ensuring adequate Zoning, programs, and monitoring.

24) Addressing single-family detached housing developments with relatively small-size lots and considering appropriate acceptance guidelines.

b. Opportunities

1) Various County public works projects could facilitate future residential development.

2) The revitalization of the downtown and the recent opening of the Metrolink Commuter Rail Station

together could bolster potential housing opportunities, notably mixed use developments, in the downtown area. The downtown may be well suited for an "urban village" concept, whereby housing and other development is oriented toward Metrolink-dependent working professionals.

c. Assumptions

1) Although the City's overall dwelling unit mix will likely not change a great deal in the future, there will be a greater proportion of apartments and condominiums/townhomes.

2) Because of various economic forces and related factors and because of existing and underutilized and vacant properties, there will continue to be pressures for "moderate" growth and residential density intensification throughout Covina, regardless of what General Plan residential density limits are adopted.

3) There will be additional public surplus sites available for housing development.

4) In some cases, abating nonconforming units could displace lower income households/families.

5) Assisting in the development of lower income housing will continue to be a major challenge.

6) Full implementation of the density bonus process would greatly facilitate the construction of lower income units.

7) The City will not be able to develop all properties noted in the "site identification" process, which pertains to fulfilling future regional housing needs obligations, though the "probable" housing development targets would nevertheless be realistic and in-line with State law.

8) Several constraints and factors will prevent Covina from fulfilling all of its regional housing needs obligations.

9) Unless the City addresses its infrastructure and service deficiencies, particularly regarding streets and parks/open space and emergency services, there could be relatively major development constraints in the future.

10) The closure of too many public schools could, at some time in the future, adversely affect the housing situation and local residents.

11) Regardless of the circumstances, the City will continue to add to its housing stock through annexations.

12) The City's actual build-out scenario (based on current City vacant and underutilized areas) probably will be 80% of the theoretical capacity.

3. Area 2 - Housing Location and Distribution

a. Issues

1) Protecting single-family detached neighborhoods from perceived medium and high density residential and/or non-residential encroachments.

2) Maintaining current general land use distribution or pattern regarding all housing units.

3) Avoiding land use conflicts in future housing development decisions.

4) Monitoring possible land use intensification pressures associated with commuter rail station.

5) Ensuring the adequacy of future low income housing sites, particularly for seniors, in terms of accessibility to services, shopping, public transportation, and needed facilities.

6) Considering the area in and around the downtown as appropriate for mixed use housing developments, particularly within an "urban village" context that links upper density dwelling units with district revitalization activities and the Metrolink Commuter Train Station.

7) Considering the potential land use compatibility, physical betterment, and economic development benefits associated with abating major nonconforming uses--and deciding on a fair and reasonable approach to carrying out the strategy.

8) Acknowledging the RHNA housing site identification process in making future residential locational decisions.

9) Accommodating future growth in areas with adequate public services, facilities, and infrastructure.

b. Opportunities

1) Although the current General Plan is outmoded, several recent Planning Commission and City Council decisions are consistent with the above noted need to maintain land use compatibility and the appropriate siting of various housing types.

2) The opening of the Metrolink Commuter Train Station will give the City enormous downtown housing as well as economic development opportunities.

c. Assumptions

1) If current land use and related policies are maintained, Covina's spatial distribution of residential uses probably will not change a great deal.

2) There will be increasing pressures put on the City to upzone various low and medium density areas.

3) Because of proximity to public transportation facilities and services and shopping establishments, the area in and around the downtown will continue to be a prime location for general mixed uses and for various types of upper density housing.

4. Area 3 - Structural, Occupancy, and Community Aesthetic Conditions

a. Issues

1) Maintaining City's small-town character, positive image, and good overall appearance.

2) Dealing with common property maintenance and land use conflict/problems in County islands.

3) Preserving and maintaining structural conditions of the aging housing stock, particularly deteriorating apartments, and abating any dilapidated buildings, through existing and possibly new programs.

4) Maintaining and enforcing private property maintenance provisions.

5) Maintaining and expanding City housing code enforcement activities, particularly from an intra-departmental standpoint and possibly to focus resources in areas with notably high concentrations of identified housing-related violations/problems.

6) Continuing and, if possible, increasing the single-family detached housing rehabilitation program.

7) Developing new approaches/programs for dealing with and/or possibly acquiring notable deteriorating apartments.

8) Maintaining high quality, attractive, and functional new developments and residential additions by enforcing all development standards and design guidelines.

9) Coping with proliferation of overcrowding and deciding what responses, if any, are appropriate.

10) Coping with increasing incidence of absentee owners, particularly regarding single-family detached dwellings.

11) Dealing with changing household formations, two or more family living arrangements, and rising overcrowding.

12) Coping with and abating illegally constructed dwelling units.

13) Preserving residential districts and/or buildings deemed architecturally and/or historically significant.

14) Reviewing carefully any reductions in design guidelines and/or development standards to accommodate PCDs (Planned Community Developments overlay districts), density bonuses, or lower income housing dwellings.

b) Opportunities

1) Covina's Code Enforcement program has already brought about positive changes pertaining to property nuisance abatement and residential owner education.

2) Probable expansion of the City's code enforcement effort will facilitate the abatement of deteriorating, dilapidated, and illegal dwelling units.

3) Recent and future amendments to the Covina Design Guidelines will serve to bolster and enhance Covina's image and appearance.

C. Assumptions

1) Unless the City maintains its housing-related code enforcement efforts, the safety of many residents will be jeopardized and Covina's image and appearance will decline. Thus, there would be a diminished growth potential.

2) As the converse to #1 above, as long as Covina maintains an effective housing-related code enforcement program, its image and appearance and growth potential will be sustained.

3) Many more illegally constructed dwelling units will be built (or will be attempted to be constructed) in the future because of socio-economic and related factors.

4) Because of employment and socio-economic factors, household sizes and overcrowding will continue to rise.

5) Covina will continue to have less owner-occupied housing units.

6) As more people come to the area and/or as the employment situation improves, vacancy rates probably will decrease, at least slightly.

7) To protect the public health, safety, and welfare, to maintain community aesthetics, and to affectively implement Zoning, related Codes, and the General Plan, many City provisions that would be considered

"constraints" will not be able to be reduced or eliminated.

8) Because the demand for the property rehabilitation program will grow, the City must continue to operate a viable rehabilitation effort.

9) Covina's housing units will be occupied by less "traditional" or nuclear, two parent family-type households.

10) On a per-unit basis, rehabilitating a deteriorated/dilapidated dwelling unit will continue to be more cost effective than building a new one.

5. Area 4 - Housing Costs and Affordability

a. Issues

1) Dealing with incidence of lower income households, particularly renters, paying disproportionately high percentages of their incomes on housing.

2) Addressing the SCAG RHNA (Regional Housing Needs Assessment, chief regional housing plan) existing housing needs figures.

3) Monitoring and, where appropriate, streamlining the housing application review process as a means of lessening development constraints.

4) Continuing to consider the Covina Zoning Ordinance Planned Community Development (PCD) overlay district, which allows for modifications in development standards and often facilitates medium and high density developments, along with other potential programs, to create housing.

5) Monitoring the continuation of and, if necessary, attempting to maintain affordability controls in various "special" lower income housing complexes.

6) Maintaining affordability controls on Shadow Hills apartments (which could be terminated).

7) Considering utilizing additional incentives and/or beginning new programs with sufficient funding support to deal with old, deteriorating apartments, such as outright purchases, and the need to build low cost housing units, such as density bonuses and/or development standard reduction.

8) Expanding, to the greatest extent feasible, the City's rent subsidy program in terms of funding and considering having greater emphasis on non-senior citizen households.

9) Expanding, to the greatest extent possible, the City's property rehabilitation program for lower-income households and considering expanding program to cover multiple-family developments.

10) Exploring all new, potentially viable housing programs that would enable the City to maximize lower income household benefits with minimum costs.

11) Monitoring future Covina construction to ensure that the income categories of new residential units fulfill the City's RHNA development objectives, particularly regarding very low and low income households.

12) Considering mixed uses in appropriate areas as another means of obtaining medium and high density and/or affordable housing.

13) Monitoring economic and other factors leading to high housing costs.

b. Opportunities

1) Because of low interest rates and current market conditions, recent home sales prices have stabilized.

2) The Planning Division determined that in the early 1990s, because of stabilizing rents and apparently rising incomes, 128 additional lower income households no longer "overpay" for housing. Nevertheless, future housing overpayment will continue to be more of a problem for renters than owners.

3) Currently, 607 lower income households receive some type of rental subsidy, and of that figure, 87 households are assisted through Covina's viable rent subsidy program.

4) Despite expected changes, Covina probably will remain a generally middle-income community with a slightly rising lower income population.

c. Assumptions

1) Covina 1990s rents probably will remain fairly constant over the short term, though may rise slightly over the next few years.

2) Housing prices will be stabilized in the immediate future but will again rise in the mid to late '90s if interest rates begin an upward climb.

3) It will be difficult and, in many cases, impossible, to streamline or reduce Zoning standards, building design guidelines, various structural related codes, and plan review procedures (sometimes considered "constraints") to facilitate "affordable" housing development because of City obligations to protect and further public health, safety, and welfare and to maintain community aesthetics, image, and character and to affectively implement all portions of the General Plan.

4) The three primary private sector-related expenses that raise housing development costs (and thus preclude affordable housing development), land, construction, and development financing, will continue to rise, though to what degrees and at what rates is not known.

5) At some time in the future, the City could have another lower income apartment complex that is "at risk" of losing its rental restrictions.

6) Despite the "lower income renter housing overpayment" issue being apparently mitigated somewhat in the early 1990s, problems such as overcrowding are expected to rise.

6. Area 5 - Demographic, Social, Income, Economic, and Employment Characteristics and Trends

a. Issues

1) Coping with an aging population, particularly a growing senior citizen group.

2) Dealing with a more ethnically diverse population.

3) Coping with increasing incidence of poverty, particularly regarding small families.

4) Coping with an increasing incidence of lower income household housing overpayment, particularly regarding renters.

5) Monitoring the City's homeless population.

6) Understanding how changes in demographic, social, income, and employment factors result in "nontraditional" household arrangements and overcrowding, and appropriately dealing with these matters.

7) Dealing with economic and market demand factors and pressures and changing employment factors and commuting patterns that have led to increasing, though, in some cases, stabilizing, housing prices and rental rates.

8) Recognizing that the commingling of rising housing prices and rental rates and major changes in the structure of southern California's economy during the 1980s were a major force behind the increasing incidence of lower income renter (the most serious type, as opposed to owner) housing overpayment.

9) Balancing the obligation to provide more housing with the need to increase employment (or maintain a strong and monitor Covina's jobs to housing ratio), the need to maintain and attract high sales-tax producing business, and the need to implement various regional planning measures to reduce traffic congestion, air pollution, waste generation, and other problems.

10) Recognizing State laws pertaining to incorporating small child day care centers, group homes, and other facilities in residential neighborhoods.

11) Continuing to promote State and Federal fair housing laws.

b. Opportunities

1) Because the City currently is able to foresee many future socio-economic and other changes, appropriate planning and preparation can occur.

2) Currently, 607 lower income households receive some type of rental subsidy, and of that figure, 87 households are assisted through Covina's viable rent subsidy program.

3) The current emphasis on local economic development and recent and future Redevelopment Agency projects should greatly benefit Covina's economic and employment base.

c. Assumptions

1) Covina's population will continue to be more racially, socially, and economically diverse in the future.

2) In the mid- to late-'90s, there could continue to be an 1980s-type increasing gap between wages and housing costs and therefore an accompanying big rise in lower income housing overpayment, particularly for renters.

3) Poverty rates will increase for various household groups.

4) Covina will continue to have a strong industrial and commercial base and a fairly well diversified labor pool.

5) When SCAG's revised RHNA numbers for Covina are published in 1996, there will be larger numbers of existing and future needs allotted to Covina.

6) Homelessness in the City will rise at least slightly in the years ahead.

7) Because of employment and socio-economic factors, household sizes and overcrowding will continue to rise.

8) Although Covina likely will remain fairly well "balanced" in terms of its jobs to housing ratio, through the Covina Redevelopment Agency and other entities, economic development measures will have to continue

and, where possible, increase, to maintain the City's employment opportunities as well as sales tax generation base.

7. Area 6 - Special Housing Needs

a. Issues

1) Ensuring that the following needs are addressed:

a) Lower, particularly very low, income senior households overpaying or paying disproportionately high percentages of their incomes for housing or rent.

b) Lower, particularly very low, income non-senior households overpaying for housing or rent. Small households (1 - 4 persons) are at a greater need than large households (5 or more persons).

c) Lower, particularly very low, income handicapped persons, especially seniors, overpaying for housing.

d) Lower and moderate income potential first-time home buyers.

e) Lower, particularly very low, income homeowner households of all ages seeking property rehabilitation assistance.

f) Identified homeless persons.

2) Recognizing the need to monitor housing needs in the future to identify possible changes.

3) Recognizing the need to physically maintain Covina's housing stock and to abate structural and property nuisances pertaining to various apartments and houses.

4) Ensuring that the revised Housing Element is adopted and implemented as intended and monitored regularly so that the City's new housing policy orientations and programs benefit/assist the identified housing needs to the greatest extent possible and that potential, meaningful changes and improvements for the following housing element period (1996-2001) can be adequately documented and evaluated.

5) Continuing with and, where possible, expanding existing housing programs and developing new, viable housing mechanisms (based on sound funding) that afford the maximum lower income household and housing unit benefits with the minimum costs.

6) Following through during the two-year "gap" period (between June 1994, when the current RHNA ends, and June 1996, when the revised RHNA will be issued and a new Housing Element will have to be adopted) by addressing any outstanding needs and/or underutilized programs and by maintaining general Element-related activities and responsibilities.

7) Following through on required "analysis of potential housing sites" activity by ensuring adequate Zoning, programs, and monitoring.

b. Opportunities

1) The required citizen participation measures, such as the public forums and questionnaires, City staff meetings, and General Plan Update Committee discussions, have yielded invaluable information in the housing issues and needs identification and analysis processes.

2) The potential City expansion of its Federal CDBG program (to fund matters that more closely relate to housing) would greatly assist Covina's housing efforts.

3) Covina's Code Enforcement program has already brought about positive changes pertaining to property nuisance abatement and residential property owner education. Potential expansion of this effort would give the City even more leverage for preventing and mitigating deteriorating structures and unkempt grounds.

c. Assumptions

1) Covina will have to prioritize its housing needs.

2) There will be an increasing household demand pertaining to the City/Redevelopment Agency operated rent subsidy program.

3) There will be an increasing need to maintain and expand the code enforcement and property rehabilitation programs.

4) There will be continuing difficulty in obtaining ample Federal and State housing assistance and, therefore, much of the funding for Covina housing programs will have to come from locally generated sources.

5) To best meet the intent of State housing element law, the City will have to expand existing and create new programs.

6) The City will have to seek viable, cost effective strategies in all housing programs and activities.

CITY OF COVINA

125 East College Street • Covina, California 91723-2199 • (818) 331-0111

September 28, 1990

Social Security Administration
ATTN: OFFICE MANAGER
903 E. Alosta Ave.
Glendora, Calif. 91740

Dear Office Manager:

As part of a major local housing study, the City of Covina Planning Division requests the number of Covina senior citizens (generally 60 years of age and older) or households currently receiving Social Security (categorized by benefit levels, if available). The information is needed to assist us in analyzing the housing needs of Covina's elderly residents.

Thank you very much for your cooperation. Your expeditious response to this request would be most appreciated. If you have any questions or need clarification, feel free to contact me at (818) 858-7234.

Sincerely,

Michael Marquez, Community
Development Director

Alan Carter

Alan Carter, Associate Planner

CC: Michael Marquez, Community Development

DEPARTMENT OF HEALTH AND HUMAN SERVICES
Social Security Administration

903 E. Alosta Ave.
Glendora, CA 91740
Phone: (818) ~~9145795~~
800-772-1213
October 9, 1990

City Of Covina
Alan Carter, Associate Planner
125 East College Street
Covina, California 91723

Dear Mr. Carter:

This reply is in response to your request for data for your local housing study. The most recent figures available to me are from December 1988.

The City of Covina, at that time, had 4,525 people age 62 or older receiving Social Security Retirement benefits and/or Supplemental Security Income payments. The city had an additional 57 individual receiving only Supplemental Security Income.

Unfortunately, I cannot provide a more definitive break out of this data or more current information. If I may be of further assistance, feel free to contact me directly.

Sincerely,

Mary E. Brown

Mary E. Brown
Branch Manager

rec'd. A.R.C
10-11-90

RECOMMENDED STATE OF CALIFORNIA FORMULA FOR COMPUTING MAXIMUM DWELLING UNIT COSTS SUITABLE FOR VERY LOW AND LOW INCOME HOUSEHOLDS*

Income Group	Unit Size	Max. Monthly Rent	Max. Monthly Housing Cost (Purchasers)	Formula (This column shows how the maximum rent and maximum housing cost columns were calculated.)
Very Low	Studio	$370	same	(.30 X .50 X $42,300 X .7) divided by 12
	1 bedroom	$423	same	(.30 X .50 X $42,300 X .8) divided by 12
	2 bedrooms	$476	same	(.30 X .50 X $42,300 X .9) divided by 12
	3 bedrooms	$529	same	(.30 X .50 X $42,300 X 1.0) divided by 12
	4 bedrooms	$571	same	(.30 X .50 X $42,300 X 1.08) divided by 12
Low	Studio	$444		(.30 X .60 X $42,300 X .7) divided by 12
	1 bedroom	$508		(.30 X .60 X $42,300 X .8) divided by 12
	2 bedrooms	$571		(.30 X .60 X $42,300 X .9) divided by 12
	3 bedrooms	$635		(.30 X .60 X $42,300 X 1.0) divided by 12
	4 bedrooms	$685		(.30 X .60 X $42,300 X 1.08) divided by 12
	Studio		$518	(.30 X .70 X $42,300 X .7) divided by 12
	1 bedroom		$592	(.30 X .70 X $42,300 X .8) divided by 12
	2 bedrooms		$666	(.30 X .70 X $42,300 X .9) divided by 12
	3 bedrooms		$740	(.30 X .70 X $42,300 X 1.0) divided by 12
	4 bedrooms		$799	(.30 X .70 X $42,300 X 1.08) divided by 12
Moderate	Studio	$814		(.30 X 1.10 X $42,300 X .7) divided by 12
	1 bedroom	$930		(.30 X 1.10 X $42,300 X .8) divided by 12
	2 bedrooms	$1,047		(.30 X 1.10 X $42,300 X .9) divided by 12
	3 bedrooms	$1,163		(.30 X 1.10 X $42,300 X 1.0) divided by 12
	4 bedrooms	$1,256		(.30 X 1.10 X $42,300 X 1.08) divided by 12
	Studio		$950	(.35 X 1.10 X $42,300 X .7) divided by 12
	1 bedroom		$1,086	(.35 X 1.10 X $42,300 X .8) divided by 12
	2 bedrooms		$1,221	(.35 X 1.10 X $42,300 X .9) divided by 12
	3 bedrooms		$1,357	(.35 X 1.10 X $42,300 X 1.0) divided by 12
	4 bedrooms		$1,466	(.35 X 1.10 X $42,300 X 1.08) divided by 12

*For Los Angeles County, and based on 1992 County median family income, $42,300.

CITY OF COVINA

STAFF REPORT

December 9, 1993

Item No. 2

TO: PLANNING COMMISSION

FROM: MICHAEL MARQUEZ, COMMUNITY DEVELOPMENT DIRECTOR

a.c.

COORDINATOR: ALAN CARTER, ASSOCIATE PLANNER

SUBJECT: CONTINUED PUBLIC HEARING TO CONSIDER REVISED GENERAL PLAN HOUSING ELEMENT (INCLUDING ANALYSIS OF POTENTIAL INCREASE IN NUMBER OF DWELLING UNITS SUITABLE FOR LOWER INCOME RENTER HOUSEHOLDS BECAUSE OF DOCUMENTED EARLY 1990s CHANGES IN LOCAL MEDIAN INCOME AND AVERAGE RENT)

BACKGROUND

At this meeting, we will complete the Housing Element review by discussing the following:

A. State of California definitions of facilities for homeless persons (a matter that was requested at the September 28th Commission meeting);

B. Lower income household housing affordability impacts related to local changes in rental rates and median income (a topic that has been spoken upon at several previous meetings); and

C. Remaining housing programs (beginning with program "C-1" on Page 36 of the Housing Element document).

The above three items will be presented sequentially, with matters "A" and "B" described in the following analysis section. Staff will summarize the essence of each matter. Regarding the third item, again refer to the Housing Element document Program section (beginning with program "C-1" on page 36) in the red binder. PLEASE NOTE THAT TO EXPEDITE HOUSING PROGRAM REVIEW, WE WILL ADDRESS THE REMAINING PROGRAMS ON A SECTION-BY-SECTION BASIS ONLY, AS OPPOSED TO THE PREVIOUS STRATEGY OF SUMMARIZING EACH PROGRAM. THUS, STAFF WILL DESCRIBE THE OVERALL ORIENTATION OF SECTIONS "C," "D" and "E," AND THE COMMISSION SHOULD BE READY FOR DISCUSSION BY CAREFULLY LOOKING OVER IN ADVANCE ALL APPLICABLE PROGRAMS.

ANALYSIS:

Topic A - State of California definitions of facilities for homeless persons.

The Commission will recall that, in accordance with State housing element law and as illustrated in program number "B10," staff proposes to "modify its Zoning Ordinance to permit the community's reasonable share of homeless shelters and transitional housing facilities." (Again, a shelter provides short-term lodging with little, if any, supplemental services; the intent of transitional housing, on the other hand, is to provide sleeping accommodations for an extended period of time plus various social service and counseling programs to make residents self-sufficient.) Commissioner Cruz questioned whether the two types of homeless facilities refer to developing new structures or converting existing uses. According to the official State Department of Housing and Community Development (HCD) technical assistance paper on this matter (Shelter For The Homeless: Housing Element Requirements - October 1989, a portion of which is included under Exhibit 1, both homeless-serving operations may function in either a new or converted building. In other words, the State does not dictate or has no preference regarding the nature, appearance, or character of such facilities. The above noted "homeless shelter" and "transitional housing facility" terms, then, are applied in a generic sense.

However, the referenced State assistance paper (Exhibit 1) contains several advisory guidelines for homeless facility development. It is recommended, for example, that basic shelters serve no more than 40 persons. No size criteria for the more intense transitional housing arrangement was listed. Also, regarding converted homeless-serving facilities (the most common operational type), the State suggests types of existing uses often suitable for homeless adaptation. For basic shelters, church halls, school or other gymnasiums, warehouses, and community centers typically are employed. The transitional facilities, on the other hand, often occupy the previously mentioned buildings plus apartments, single-family homes, single-room occupancy (SRO) structures, or converted commercial facilities. In addition, the paper presents guidelines for locating homeless facilities, though the guidelines are general in nature - such as "an adequate site is one located within reasonable access to public agencies and transportation services, and will not require unusually high site development costs."

Topic B - Lower income household housing affordability impacts related to local changes in rental rates and median income.

The remainder of this report focuses on changes in rents and incomes and housing affordability. Specifically, the analysis below responds to the Planning Commission's inquiry as to whether documented early 1990s changes in local median income and average rent could be interpreted to have increased the number of Covina apartment/rental units suitable for lower income households. (As defined in the Housing Element, "lower income" households are those earning under 80% of the prevailing County median income, which currently is $43,000 and varies for family size, and "suitable for" means a household paying not more than 30% of its gross monthly income towards rent.) The question arose during a recent discussion on Covina's obligation to acknowledge its RHNA housing needs for 341 lower income units during the current housing element period, which, in accordance with a bill recently signed by the Governor, has been extended two years to June 30, 1996. Several Commissioners believe that Covina indirectly could have fulfilled this requirement if the combined documented increase in median income and apparent decline or levelling off of rents have resulted in lower income household affordability pertaining to at least 341 additional dwelling units.

In approaching the task at hand, staff has studied changes in Covina rental rates, through a City survey, and the increase in median income, from the Federal government (the only available source), and then statistically analyzed these figures to infer what number, if any, additional City lower income households since fall 1990 (a similar period 3 years ago) no longer overpay for housing. The analytical framework for this analysis is based on the following three components:

1. Covina Rental Rate Changes - Survey and Findings.

2. Covina Median Household Income Change.

3. (Based on Nos. 1 and 2) Additional Number of Covina Housing Units Suitable For Lower Income Households - Establishment of Process and Finding.

To facilitate Commission reading and understanding, the points/matters/facts pertaining to each of the three components are presented in a concise "item by item" format.

1. Covina Rental Rate Changes - Survey and Findings.

   a. To estimate early 1990s Covina rental rate changes, both in terms of specific dwelling unit types and for all unit types on a citywide basis, staff conducted a rent survey (in August - September 1993) and then compared the findings to a similar rental rate study undertaken in October 1990 (which was then one of several "Housing Element data gathering" activities).

   b. The original/1990 rental survey analyzed 55 apartments. For purposes of the current rent study, a sample of 45 complexes was selected. Having 45 places constituted 8.5% of all 531 apartment facilities in the Planning area, which is a sufficient sample size for statistical purposes and for making inferences relative to the entire community. Once this figure was established, on the basis of two guiding principles, we designated the applicable 45 apartments. The first principle was to select only those rental facilities that had been part of the 1990 survey to maintain an actual basis for comparison. Secondly, we sought to attain as diverse a sample as possible by choosing a variety of apartments in terms of size, age, character, and location. The specific apartment complex data came from our General Plan Land Use and Housing Inventory. It should also be noted that for purposes of the task at hand, staff believed that including a few County facilities (what turned out to be 3) would be acceptable in studying Covina City rents because rental markets transcend jurisdictional boundaries.

   c. For both 1990 and current surveys, rental rates generally were acquired through telephone queries and, where necessary, fieldwork. The rates themselves were tabulated and analyzed on the basis of the following size classification: 1) 1 bedroom/1 bathroom; 2) 2 bed/1 bath; 3) 2 bed/2 bath; and 4) 3 bed/2 bath. In most cases, single rental rates (i.e., $530 or $675) were available; in some situations, only a range of values (i.e., $650 - $700) was given by apartment personnel.

d. Chart 1 at the end of this report lists 1990 and 1993 monthly dollar value rental rates and accompanying changes, plus the number of dwelling units and approximate complex age (rounded to nearest "fifth" number) for the 45 selected apartments. Map 1 shows the spatial distribution of these 45 places, which have been cross-referenced by project number. Regarding the columns in Chart 1 indicating rental rate changes, it should be noted that where a range of values was given (e.g., $500 - 550), the midpoint value (or, in the above example, $525) was used in computing the fluxations.

e. As stated above, in establishing the sample for this survey, staff attempted to include a variety of apartment types located throughout the community. Tables 1 and 2 clarify this heterogeneity by illustrating, respectively, the range of apartment sizes selected and the extent of variation of complex ages considered.

Table 1. Range of Apartment Sizes By Number of Dwelling Units For Covina Rental Survey.

Apartment Complex Size in Units	Number	Percent
0 - 9	10	22.2
10 - 19	14	31.1
20 - 29	4	8.9
30 - 39	3	6.7
40 - 49	3	6.7
50 - 99	6	13.3
100 and over	5	11.1
Total	45	100.0 %

Table 2. Range of Apartment Ages By Number of Dwelling Units For Covina Rental Survey.

Apartment Complex Age in Years	Age*	Percent
5 or 10	6	13.3
15 or 20	10	22.2
25, 30 or 35	29	64.5
Total	45	100 %

* Approximate age of complex rounded to nearest "fifth" number.

It is believed that Tables 1 and 2 mirror Covina's overall apartment stock.

f. It should be pointed out that in developing the rental unit sample, only residences within apartment complexes were included. This approach was followed to comply with the Planning Commission's initial direction and to facilitate data collection in that often times condominium/townhouse and single-family detached "rentals" cannot be easily identified. (Typically, renter occupied units can only be singled out through checking the "exemption status" designation of the tax assessor's records.) Moreover, ascertaining rents would be difficult/time consuming because respective owners generally are less available than apartment managers (from where staff would obtain most information). Therefore, the question of identifying staff's sample-related renter-occupied residences by dwelling unit type, which was requested at the October 12th Commission meeting by Commissioner Rogers, is moot and cannot be addressed. Although, then, the sample at hand is not inclusive of "R-1" and other non-apartment complexes, which typically have higher rents than similar size multiple-family structures, staff believes the analytical process employed is sufficient because apartments constitute approximately 70% of Covina's renter-occupied dwellings.

g. Referring to item "e" above and in response to another Commission inquiry, it will be noted that the U. S. Census breaks down what it defines as Covina's "condominiums" (which actually are condominiums and townhomes) as follows: 253 (or 24.2% of total) renter--occupied and 792 (or 75.8% of total) are owner-occupied. Although the Census also tabulates occupancy tenure by "units in structure" (see Table 3), this data is not useful for our needs because the dwelling unit size categories under "units in structure" refer to all types of complexes.

Table 3. Occupancy Tenure by (U. S. Census Defined) Number and Type of Units in Structure.

Units In Structure	Occupancy Tenure				
	Total Occupied	Owner Occupied	Percent	Renter Occupied	Percent
1, Detached	8,629	7,382	85.5	1,247	14.5
1, Attached*	1,108	796	71.8	312	28.2
2	151	34	22.5	117	77.5
3 or 4	663	54	8.1	609	91.9
5 to 9	1,136	38	3.3	1,098	96.7
10 to 19	994	41	4.1	953	95.9
20 to 49	948	39	4.1	909	95.9
50 or more	1,165	20	1.7	1,145	98.3
Mobile Home or Trailer	574	494	86.1	80	13.9
Other	163	122	74.8	41	25.2
ALL/TOTAL	15,531	9,020	58.1	6,511	41.9

* Refers to both "apartment" and "townhouse oriented" side-by-side/row house complexes.

Thus, the Commission probably finds interesting the facts that renters compose about one quarter of the occupants of condominiums/townhomes and 14.5% of the households in single-family detached residences. Overall, about 42% of Covina's housing units are renter-occupied.

h. In quantifying the Chart 1 rental rates (again, refer to end of report) and analyzing changes that have occurred, staff has utilized a statistical framework in which the 45 surveyed apartments are broken down into 90 "rental situations." A rental situation is defined here as a dwelling unit type classification (i.e., 1 bedroom/1 bath or 2 bedroom/1 bath) that is applicable to a particular rental complex. For example, project number 1 of Chart 1 has 3 rental situations, number 2 has 2 situations, and so on. Thus, the sum of all situations for the 45 apartments under study is 90. We believe it is necessary to break down individual apartment complexes into "rental situation" components because in most apartments staff has evaluated rent changes vary for different size units, a factor that must be accounted for. Staff believes this framework provides a sufficient basis for interpreting the salient points of our rental survey. Unfortunately, because of time and resource constraints, we were not able to perform a statistically irrefutable analysis, such as through a "weighting" system and by conducting a detailed city-wide apartment survey so as to ensure exact representativeness of the employed sample.

i. In accordance with the framework established in Sections "f" and "h" above, Table 4 below displays rent fluctuations by rental situation:

Table 4. Covina Rental Rate Changes According to Covina Rent Survey.

Apartment (1) Type	Rental Rate Change Type	Number of Cases (2)	Rental Rate Change Figures(3) Range	Aggregate	Average(4)
A	No Change	20	-	-	-
A	Decrease	11	$2.5-35	-$255	-$23
A	Increase	4	$25-50	+$127.5	+$32
	Subtotals	35 (38.9%)		-$127.5	-$4 (Decline)
B	No Change	10	-	-	-
B	Decrease	10	$10-30	-$205	-$21
B	Increase	5	$5-35	+$110	+$22
	Subtotals	25 (27.8%)		-$95	-$4 (Decline)
C	No Change	8	-	-	-
C	Decrease	5	$20-50	-$170	-$34
C	Increase	9	$10-50	+$280	+$31
	Subtotals	22 (24.4%)		+$110	+$5 (Increase)

Apartment (1) Type	Rental Rate Change Type	Number of Cases (2)	Rental Rate Change Figures (3) Range	Aggregate	Average (4)
D	No Change	2	-	-	-
D	Decrease	3	$20-50	-$95	-$32
D	Increase	3	$20-50	+$95	+$32
	Subtotals	8 (8.9%)		0	- 0 - (No Change)
	Totals	90 (100.0%)		-$112.5	-$1 (Decline)

(1) Or, as previously defined, "rental situation," which are:

A - 1 Bedroom/1 Bathroom
B - 2 Bedrooms/1 Bathroom
C - 2 Bedrooms/2 Bathrooms
D - 3 Bedrooms/2 Bathrooms

(2) A "case" simply is the existence of a rental situation in one of the surveyed apartment complexes.

(3) Change refers to the period from October 1990 through September 1993--refer to Chart 1 at end of report for clarification on overall rental rates.

(4) Computed by dividing aggregate rent by number of cases.

Table 4 illustrates that a relatively even distribution of situation "A" through "C" unit types have considered. The fact that only 8 "Ds" have been included is indicative of Covina's relatively small percentage of 3 bedroom apartments. In analyzing the Table, it is apparent that for each situation or dwelling unit type, average rents have varied by no more than $5 (they being computed by dividing the respective aggregate amounts by the accompanying number of cases). In addition, the combined total of all 4 situations revealed that overall the average rent in the sample declined by only $1 (computed the same way), an obviously insignificant/negligible amount. Therefore, considering all apartments in Covina, staff believes that this table points to a single conclusion: generally rents have stabilized.

j. For informational purposes, staff also has included Table 4 below, which combines all four situations to show pertinent overall rental rate change information by change type (i.e., no change, increase, or decrease).

Table 5. Covina Rental Rate Change Information For All Rental Situations/Dwelling Unit Classifications By Change Type.

Rental Rate Change Type	Number of Cases	Percent	Rental Rate Change Figures Range	Aggregate	Average
No Change	40	44.5	-	-	-
Decrease	29	32.2	$2.5-50	-$725.0	-$25
Increase	21	23.3	$5-50	+$612.5	+$29
Totals	90	100.0%		+$112.5	-$1

Table 5 again underscores the fact that although staff found some variance in rental rate changes over the past 3 years with respect to apartment size, over three-quarters of the cases surveyed experienced either a decrease or no change at all. The typical rental rate decrease was $25, referring to 29 cases, and of the 21 "increase" cases studied, rents generally went up by around $29.

k. As stated initially in the analysis, ascertaining the rent and income change-related impact on lower income household housing suitability, at this stage of the process, requires staff to compute 1990 and 1993 mean rents. Referring to Chart 1 at the end of the report, we calculated the '93 mean rent by dividing the aggregate rental amount ($59,667.5) by the total number of previously defined apartment cases studied (90), which revealed $663. In other words, inferring the 45-complex sample to the overall community, we estimate that the current Covina average rent is $663. Next, to establish the appropriate basis for comparison, we calculated the '90 mean rent by simply factoring in the Table 4 noted amount by which rents were calculated to have changed over the past 3 years, which was a decrease of $1. (Again, this $1 figure was ascertained by dividing the aggregate rental fluctuation figure, $-112.5, by the total number of cases studied, 90.) Therefore, the 1990 mean rent was $664. As stated in the previous item, then, statistically the change in Covina rental rates since 1990 is negligible. Or, local rents seem to have stabilized.

l. We believe our estimate that in general Covina rents have stabilized over the last three years is conservative, though, considering the above facts and analyses, realistic and accurate. Our sample is acceptable in size and type and adequate statistical manipulations have been performed. A key point that tends to underscore the accuracy of staff's figures is that the estimated 1990 Covina average rent ($664) is only $13 less than the official '90 U. S. Census mean apartment rental rate ($677--a deviation of less than 2%). However, credible sources in the area of apartment management believe that the current recessionary climate has resulted in increasing vacancy rates and accompanying decreasing rents. For example, early in the subject analysis, staff spoke to John West, who is associated with a major San Gabriel Valley area apartment owner's association and who was on the committee that worked with the City in developing the now dormant rental inspection and real property records ordinances. Mr. West believed, based on his observations in the area rental sector, that "overall

rents have declined by around 5%." In addition, staff discovered an interesting article in the August 1993 "Apartment Age" magazine, which is a monthly publication of the Apartment Association of greater Los Angeles. (Refer to Exhibit 2 at end of report.) The article focuses on estimated vacancy rate increases in the San Gabriel Valley and states that "average rents have decreased by about 3% over the last two years" in the area. Nevertheless, neither of these two sources, which have been cited for discussion purposes, is supported by concrete data and analysis, and the rent decrease estimations have been applied to the entire San Gabriel Valley. So in other nearby cities, unlike Covina, rents could have declined considerably. Therefore, pertaining to rent-related information in general, staff would not feel comfortable incorporating here any information that is not "Covina specific" and not based on an actual representative sample and statistically accurate computation process.

2. Covina Median Household Income Change

a. As stated in the introductory paragraphs above, besides rent, median household income is the other factor to be considered in exploring lower income household affordability shifts. Because staff does not have the means to compute current income rates, we utilized 1993 U. S. Department of Housing and Urban Development (HUD) figures. And to maintain consistency, HUD numbers for 1990 have been employed as well.

For the task at hand, staff feels it is appropriate to utilize as the base income figure the amount below which persons are considered lower income--or 80% of the County median income--as opposed to general median. The reason is that this analysis focuses on lower income households, not the overall population. The employed figures are displayed below in terms of annual and monthly earnings:

Table 6. Covina 1990 and 1993 Median Family Income*.

	1990	1993	Percentage Increase
Annual Median Family Income	$31,100	$38,652	24.3%
Monthly Median Family Income	$2,592	$3,221	24.3%

* It will also be mentioned that general median rents (family of 4) are as follows: 1990, 38,900; 1993, $43,000.

For the remainder of this study, the above "monthly" income figure is utilized because it is most closely related to the (monthly) framework in which rents have been tabulated.

b. This section completes the second major component of the analysis. Comparing Table 6 with Table 4 (overall changes in rent during same 3-year period), then, it is interesting to note that while the lower income ceiling has increased by 24.3%, rents, on average, have stabilized. The third component below explores the impacts on lower income housing affordability of both of these factors.

3. Additional Number of Covina Housing Units Suitable For Lower Income Households - Based on Rental Rate and Income Changes.

As stated above, the analysis in this last section, which is based on commonly accepted statistical methodology, combines and manipulates previously discussed Covina rent and income data to extrapolate what number, if any, of additional dwelling units are suitable for lower income households. Again, the section is broken down into various items to facilitate information display and understanding.

a. The first step is to establish an initial correlation between the above noted income and rental rates--and to show how the relation of these two factors has changed over the last 3 years. These concepts are illustrated below:

1993

$\frac{\$3,221}{663}$ (lower income ceiling) (average rent) = 4.858*

1990

$\frac{\$2,592}{664}$ (lower income ceiling) (average rent) = 3.904*

* This quotient shall be referred to as the "affordability index" and will be inferred applicable to all City rentals. The index could be interpreted to mean: "every dollar an average renter makes in income yields $4.858/$3.904 worth of rental benefits." Thus, according to this numerical relationship, the greater the figure (as has occurred in 1993), the more purchasing power exists for local residents. The affordability index, then, increases as income stabilizes or rises, as rent stabilizes or declines, or as both of these trends occur. Therefore, in Covina, based on "average conditions," staff estimates that 1993 lower income renters are at least somewhat better off than in 1990 and that there has in fact been an increase in the number of lower income Covina renters that do not overpay for housing.

b. Next, it is necessary to utilize the previously mentioned affordability indexes within a viable statistical framework so as to compute the actual number of additional Covina nonoverpaying lower income households that have been created as a result of the aforementioned rent stabilization and median income increase. The following proportion serves this purpose:

$$\frac{x}{3.904} = \frac{y}{4.858}$$

where: x= number of 1990 lower income renter households not overpaying for housing,

y= number of 1993 lower income renter households not overpaying for housing, and

y-x= NUMBER NEEDED.

Staff believes that this proportion is sufficient for the task at hand. Again, we are looking for the number of lower income households NOT overpaying for housing, as opposed to those overpaying, which is more commonly referred to in SCAG's Regional Housing Needs Assessment (RHNA) and other housing-related documents.

c. Continuing with what has been established in the previous section, "x" can easily be computed based on 1990 U. S. Census data. Once this is accomplished, "y" can then be ascertained. The methodology by which "x" is figured is illustrated below.

First, we find the number of lower income households not overpaying for housing:

5,259	total 1990 lower income households*
- 3,227	total 1990 lower income households overpaying*
2,032	total lower income households not overpaying for housing

* Numbers come from SCAG's preliminary revised RHNA (based on 1990 U. S. Census), which has not been formally adopted.

Next, the appropriate step is to figure what percent of the 2,032 figure is comprised of renters. The percentages of lower income owners and renters not overpaying are inversely proportional to the percentages of lower income owners and renters that do overpay, which are:

25.8%	(833)	owners*
74.2%	(2,394)	renters*
100.0%	3,227	total

* Again, numbers come from SCAG's preliminary revised RHNA (based on 1990 U. S. Census), which has not been formally adopted.

Therefore, it can be assumed that 74.2% of Covina's lower income owners and 25.8% of the lower income renters do not overpay for housing. As stated in "c" above, the total number of lower income households not overpaying for housing was 2,032. Therefore, the just-estimated percentages translate to the following numbers:

1,508	(74.2%)	lower income owners not overpaying for housing
524	(25.8%)	lower income renters not overpaying for housing
2,032	100.0%	total

d. Now the question becomes as follows: if 524 lower income renter households did not overpay for housing in 1990, then, considering the above noted changes in average rent and median income over the past 3 years, what was the applicable "nonoverpaying lower income" 1993 number? Staff believes this can be ascertained through incorporating "524" into the following previously discussed proportion:

$$\frac{524}{3.904} \text{ (1990)} = \frac{y}{4.858} \text{ (1993)}$$

Recall that this proportion was established in section "b" above. (Again, both denominators refer to what was termed the "affordability index," which establishes the relative correlation between rent and income for the two years under study.)

In the above proportion, "y" is determined to be 652 (the number of 1993 nonoverpaying lower income renter households), and 652 - 524 (which is again the same number for 1990) equals 128. THEREFORE, BASED ON THE PREVIOUSLY DOCUMENTED OVERALL RENT STABILIZATION, INCREASE IN LOWER INCOME MEDIAN RENT, AND STATISTICAL FIGURES AND PROCEDURES, STAFF ESTIMATES THAT OVER THE PAST 3 YEARS 128 ADDITIONAL NONOVERPAYING LOWER INCOME HOUSEHOLDS HAVE BEEN CREATED. THUS, THE COMMISSION'S INITIAL SPECULATION ON THIS MATTER HAS BEEN CONFIRMED WITH A REASONABLE AMOUNT OF CERTAINTY.

e. Despite the above finding, it must be emphasized that the noted "128" figure falls short of the 341 additional lower income dwelling units that that, in accordance with the RHNA "future needs" component, the City is supposed to provide. (Refer to appropriate Draft Housing Element Study sections for clarification on the frequently discussed RHNA.) According to staff's calculations, the average Covina rent would have to have decreased down to $500 for the "lower income household nonoverpaying" number to have reached 341. In addition, the methodology staff has employed warrants the mentioning of several caveats, which is done below.

f. The caveats pertaining to this exercise are:

1. Regional and State housing authorities (e.g., SCAG & HUD) likely will not accept the aforementioned estimated partial accommodation of SCAG "future housing needs" because housing element law stipulates that regional future needs must be addressed only by counting actual developed or planned dwellings.

2. The employed methodology only considers current short-term conditions in which rents happen to have stabilized as incomes have risen (which, as stated in the Housing Study, is in contrast with what occurred during the '80s, when rents rose much faster than incomes). So by following this approach, staff would have to add to future regional housing needs directives any additional overpaying lower income households created because of rising rents. (As the economy improves over the next 2 to 3 years and vacancy rates decline, rents will go up. But will incomes keep pace?)

3. For reasons stated in section "e" above, the rental sample employed does not include single family detached houses and condominiums/townhouses. It is possible that overall rents in these dwelling unit types could have risen, thus slightly skewing the data on which staff's findings have been made.

4. The principle section "d" findings could be interpreted to mean that the overall number of "future needs" units to be built or planned is not reduced but that need merely is shifted to the "higher end" or moderate and upper income segments. (However, a situation of this sort could be considered nondetrimental to the City because moderate and upper income households typically have greater housing choices anyway.)

5. The income standard employed is based on the maximum lower income threshold (80% of overall County median). This standard is believed to be reasonable because it applies to <u>all</u> lower income households, which is the focus of consideration here. However, if the standard utilized in this process was the very low income threshold (50% of the County median, whose housing needs tend to be the greatest), then the "1993 additional nonoverpaying lower income" number would be 84, as opposed to 128. The reason for this difference is that very low income household monthly incomes over the last three years rose by only 15.8%, whereas the increase for all lower income households (i.e., both "very low" and "low" categories) was, as previously stated, 24.3%.

6. As stated above, the rent rate sample was based on 45 apartment complexes. According to statistical theory, expanding a sample size generally increases accuracy or the ability to make valid inferences. So it is theoretically possible that if, say, 60 apartments were selected, slightly different results could have occurred. (However, staff strongly believes its sample was adequate, and we do not feel that including a few more places would have made a significant difference in computing average rental rates.)

7. Staff's apartment rent analysis, although believed generally acceptable, could be questioned because the obtained rent figures were not "weighted" in any fashion. Also, in terms of the types of apartments selected (referring to Tables 1 and 2 and Chart 1), the sample may not be truly representative of the overall housing stock. Because staff does not have, nor does the Census tabulate, multiple-family specific figures broken down by size, age, location, and other factors, we could not definitively prove that the types of complexes selected is proportional to the distribution of all apartments in the City. (Given time and resource limitations, staff was not able to conduct a detailed housing inventory). Nevertheless, for reasons stated in the report, we believe that our sample is close to being representative and that the methodology and analyses are adequate. Moreover, according to staff, even if a more statistically defensible rental study was performed, it is unlikely that the average rent would have dropped to $500, the amount by which rents would needed to have declined for the "additional nonoverpaying lower income household figure" to have risen to 341 (the primary RHNA obligation.)

8. Although this analysis has inferred that, based on various factors and trends, a greater number of Covina lower income households do not have to overpay for housing, the study does not consider various negative side-effects of the current recessionary period that likely have occurred, such as increased overcrowding and possible greater homelessness plus property maintenance problems. Negative factors like these, though difficult to quantify, would at lease somewhat adversely affect "lower income overpayment gains" and impact community image, appearance, vitality, and property values.

Staff believes that the above analysis is reasonably accurate. However, the methodology and findings probably would not be acceptable to the State. If the Commission desires the "now nonoverpaying lower income household figures" to be incorporated into the Housing Element, then staff may wish to pursue a different or more statistically accurate approach. We seek your opinion on this matter.

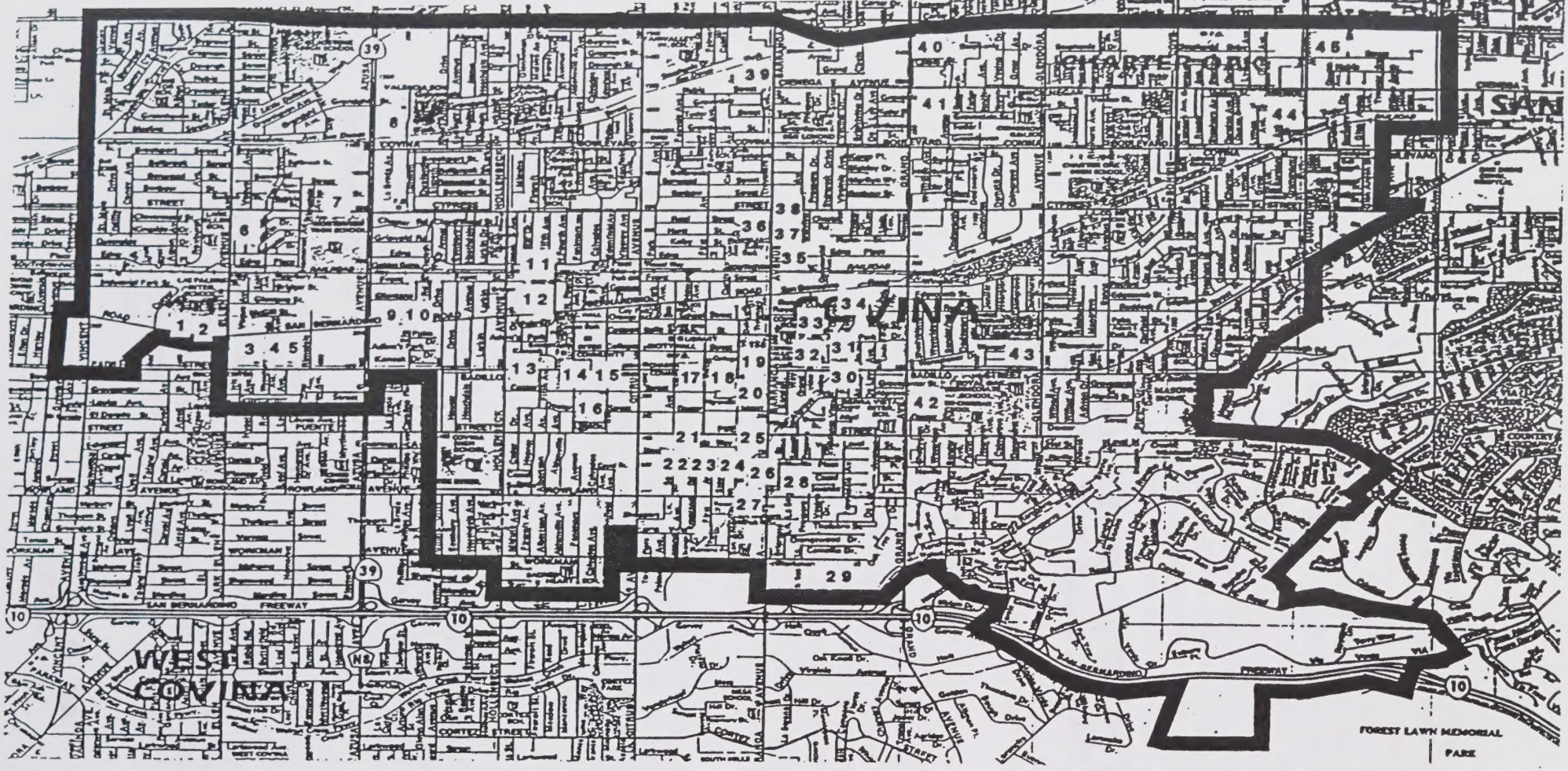
Topic C - Remaining housing programs

Again, get your red binder. We will start discussing program "C-1" on page 36 of the Housing Element document. As stated in the introduction above, our review will be expedited by discussing the remaining programs on a section-by-section basis.

RECOMMENDATION:

Staff recommends that the Planning Commission reopen the public hearing for the revised Covina Housing Element, commencing with "Topic A" above, and continue discussing the matter. If you complete all remaining matters at this meeting, then you should also formally approve the Study and Housing Element documents and accompanying Negative Declaration. (No findings are necessary.) Following your approval, staff would rewrite/re-edit the documents to incorporate all changes and enhance readability and then present you with the revised drafts at a meeting in December.

EXHIBIT 1 HAS BEEN OMITTED HERE
(BECAUSE OF THE FOCUS OF THIS APPENDIX).



PLANNING AREA BOUNDARY

CITY LIMITS

REFER TO ACCOMPANYING REPORT FOR ADDRESS AND SPECIFIC APARTMENT INFORMATION

MAP 1

RENTAL RATE SURVEY - LOCATION OF SELECTED APARTMENTS

N

CHART 1. CITY OF COVINA RENTAL RATES FOR SELECTED APARTMENT COMPLEXES, 1990, 1993, AND CHANGES THEREIN

Project No. 1	Address	Total Number of Units	Age2	Year	Rental Rates By Dwelling Unit Type3 A 1 Bedroom & 1 Bath	B 2 Bedrooms & 1 Bath	C 2 Bedrooms & 2 Baths	D 3 Bedrooms & 2 Baths
1.	1375	139	20	'93	610-620	825-875	825-875	-
	W. San Bernardino Rd.			'90	630-645	800-850	800-850	-
				-or+	-22.5	+25	+25	-
2.	1343	84	30	'93	475-575	675	-	-
	W. San Bernardino Rd.			'90	555	655	-	-
				-or+	-30	+20	-	-
3.	1220	88	20	'93	530-550	635	675	-
	W. San Bernardino Rd.			'90	550	600	650	-
				-or+	-10	+35	+25	-
4.	1170	82	20	'93	575	-	750	-
	W. San Bernardino Rd.			'90	600	-	700	-
				-or+	-25	-	+50	-
5.	1130	47	20	'93	575	-	750	-
	W. San Bernardino Rd.			'90	575	-	695	-
				-or+	0	-	+55	-
6.	4540	46	10	'93	-	675-700	-	-
	Lark Ellen Ave.			'90	-	675	-	-
				-or+	-	0	-	-
7.	1011	12	30	'93	500	580	630	675
	W. Cypress Street			'90	530	610	650	700
				-or+	-30	-30	-20	-25
8.	1159	92	25	'93	630	-	730	895
	N. Conwell Ave.			'90	630	-	730	875
				-or+	0	-	0	+20
9.	820	12	5	'93	700	-	800-850	-
	W. Glentana Street			'90	700	-	800	-
				-or+	0	-	+25	-
10.	780	32	30	'93	525	625	-	725
	W. Glentana Street			'90	525	625	-	745
				or+	0	0	-	-20
11.	425-445	18	30	'93	-	650	-	-
	W. Front Street			'90	-	650	-	-
				-or+	-	0	-	-
12.	436	20	30	'93	-	645	-	-
	W. Front Street			'90	-	645	-	-
				-or+	-	0	-	-
13.	418	7	20	'93	-	650	-	-
	W. Center Street			'90	-	690	-	-
				-or+	-	-40	-	-
14.	242	5	15	'93	-	725	-	-
	W. Center Street			'90	-	725	-	-
				-or+	-	0	-	-
15.	212	7	15	'93	625	-	650	-
	W. Center Sreet			'90	625	-	650	-
				-or+	0	-	0	-
16.	221	15	25	'93	510-535	640	-	-
	W. Dexter Street			'90	525	635	-	-
				-or+	-2.5	+5	-	-
17.	270	12	30	'93	525	-	-	-
	E. Badillo Street			'90	500	-	-	-
				-or+	+25	-	-	-

Project No. 1	Address	Total Number of Units	Age2	Year	Rental Rates By Dwelling Unit Type3 A 1 Bedroom & 1 Bath	B 2 Bedrooms & 1 Bath	C 2 Bedrooms & 2 Baths	D 3 Bedrooms & 2 Baths
18.	356	4	35	'93	515	-	730	-
	E. Badillo Street			'90	515	-	750	-
				-or+	0	-	-20	-
19.	417	11	30	'93	575	-	700	-
	E. Badillo Street			'90	575	-	700	-
				-or+	0	-	0	-
20.	447	18	30	'93	575	675	-	-
	E. Algrove Street			'90	595	695	-	-
				-or+	-20	-20	-	-
21.	236	4	35	'93	-	625	-	-
	E. Orlando Way			'90	-	635	-	-
				-or+	-	-10	-	-
22.	265	14	35	'93	490	650	-	-
	E. Navilla Place			'90	525	650	-	-
				-or+	-35	0	-	-
23.	305	6	35	'93	500	625	-	-
	E. Navilla Place			'90	500	625	-	-
				-or+	0	0	-	-
24.	370	8	35	'93	650	-	750	-
	E. Navilla Place			'90	600	-	700	-
				-or+	+50	-	+50	-
25.	430	27	25	'93	550	-	650	750
	S. San Jose Ave.			'90	550	-	700	800
				-or+	0	-	-50	-50
26.	535	36	30	'93	550	600-650	-	-
	S. Barranca Ave.			'90	550	650	-	-
				-or+	0	-25	-	-
27.	451	29	30	'93	575-610	675-725	-	-
	E. Rowland Street			'90	535-595	675-725	-	-
				-or+	+27.5	0	-	-
28.	554	15	30	'93	575-615	675	725	850
	S. Barranca Ave.			'90	595	685	700	800
				-or+	0	-10	+25	+50
29.	700-754	104	15	'93	625-695	-	775	875
	E. Rowland Street			'90	625-695	-	775	875
				-or+	0	-	0	0
30.	338	14	35	'93	-	-	650	-
	N. Vecino Drive			'90	-	-	635	-
				-or+	-	-	+15	-
31.	350	14	35	'93	525-575	655	-	-
	N. Vecino Drive			'90	525-575	675	-	-
				-or+	0	-20	-	-
32.	144	4	35	'93	525	625	-	-
	N. Grandview Drive			'90	525	635	-	-
				-or+	0	-10	-	-
33.	348	14	30	'93	550	650	-	725
	N. Prospero Drive			'90	550	650	-	725
				-or+	0	0	-	0
34.	715	9	15	'93	-	-	700	-
	E. Ruddock Drive			'90	-	-	750	-
				-or+	-	-	-50	-
35.	571	4	35	'93	-	625-650	-	-
	E. Hurst Street			'90	-	625-650	-	-
				-or+	-	0	-	-

Project No. 1	Address	Total Number of Units	Age2	Year	Rental Rates By Dwelling Unit Type3 A 1 Bedroom & 1 Bath	B 2 Bedrooms & 1 Bath	C 2 Bedrooms & 2 Baths	D 3 Bedrooms & 2 Baths
36.	474	10	25	'93	-	-	700	-
	W. Cypress Street			'90	-	-	700	-
				-or+	-	-	0	-
37.	826	22	30	'93	575	-	625-675	-
	N. Barranca Ave.			'90	575	-	650	-
				-or+	0	-	0	-
38.	514	16	25	'93	575	-	625-675	-
	E. Cypress Street			'90	595	-	675	-
				-or+	-20	-	-25	-
39.	1335	38	15	'93	595-625	750	-	-
	N. Barranca Ave.			'90	610	770	-	-
				-or+	0	-20	-	-
40.	1400	216	5	'93	695-715	-	825-845	-
	N. Grand Ave.			'90	695-715	-	815-835	-
				-or+	0	-	+10	-
41.	19550	82	5	'93	725	-	850	-
	Cienega Ave.			'90	750	-	875	-
				-or+	-25	-	-25	-
42.	216	54	30	'93	575	675	-	775
	S. Grand Ave.			'90	550	650	-	750
				-or+	+25	+25	-	+25
43.	129	286	30	'93	525	-	-	-
	N. Glendora Ave.			'90	545-575	-	-	-
				-or+	-35	-	-	-
44.	1207-1239	44	5	'93	750-765	-	825-865	-
	N. Glendora Ave.			'90	750-765	-	825-865	-
				-or+	0	-	0	-
45.	21042	232	5	'93	755-775	-	825-850	-
	Arrow Highway			'90	755-775	-	825-850	-
				-or+	0	-	0	-

Notes:
1. Refer to attached map for illustration of locations.
2. Approximate age of complex rounded to nearest "fifth" number.
3. All rates refer to monthly dollar amount. Rental surveys taken August 1993 and October 1990.

EXHIBIT 2 HAS BEEN OMITTED HERE
(BECAUSE OF THE FOCUS OF THIS APPENDIX).

CITY OF COVINA

125 East College Street • Covina, California 91723-2199 • (818) 331-0111

September 26, 1990

Mr. (LETTER MAILED TO SEVERAL LOCAL REAL ESTATE DEVELOPERS)

La Verne, Calif. 91750

Dear Mr. :

The Covina Planning Division currently is gathering various data as part of a major local housing study, and we would appreciate your sharing with us the following:

1. What you believe are typical Covina (and surrounding area, if possible) per-acre and per-unit land costs for new residential single-family and multiple-family (i.e., condominiums/townhouses and apartments) construction.

2. What you believe are typical Covina (and surrounding area, if possible) single-family and multiple-family construction costs (e.g., costs of materials, labor, financing, and related matters).

3. General comments on the availability of financing. For example, was it readily available for your projects in the City, and did the interest rate or terms differ in any ways from surrounding communities?

4. In recent months, did your projects sell or rent quickly? Do you foresee your projects selling or renting well over the next ten to fifteen years?

5. Which of the City's residential development requirements and procedures do you feel posed the greatest constraint on your construction activities/priorities?

Please note that your response will be considered confidential and not available to the public.

The information you provide will greatly assist us in analyzing Covina's housing situation. Your response by October 12, 1990 would be most appreciated. Thank you very much for your assistance. If you have any questions or need clarification, please call me at (818) 858-7234.

Sincerely,

Michael Marquez, Community Development Director

Alan Carter

Alan Carter, Associate Planner

CC: Michael Marquez, Community Development Director

"A Centennial Community", Founded April 8, 1886

CITY OF COVINA

125 East College Street • Covina, California 91723-2199 • (818) 331-0111

September 26, 1990

(LETTER MAILED TO SEVERAL LOCAL
REAL ESTATE OFFICES)

Dear Local Real Estate Official:

The City of Covina Planning Division currently is conducting a major housing study, and we therefore request the following:

1. A current listing of Covina area housing sales by unit type (i.e., single-family detached or condominium/townhouse), size (i.e., only number of bedrooms and bathrooms needed), selling price, and address. According to your information sources, what are the average or median home prices for Covina, the east San Gabriel Valley, Los Angeles County, and the State?

2. Typical Covina area per-acre and per-unit land costs for single-family and multiple-family (i.e., condominiums/townhouses and apartments) developments.

3. Typical Covina area single-family and multiple-family construction costs (e.g., costs for materials, labor, financing, and related matters).

4. Any comments on residential mortgage financing in the City, such as the general availability of financing (in terms of areas and income groups) for new construction and additions or remodelling, the current interest rate, and whether the interest rate differs from surrounding communities. In addition, what are the current household income prerequisites for typical home purchases and financing?

The information you provide will greatly assist us in analyzing Covina's housing situation. Your response by October 12, 1990 would be most appreciated. Thank you very much for your assistance. If you have any questions or need clarification, please call me at (818) 858-7234.

Sincerely,

Michael Marquez, Community Development Director

Alan Carter

Alan Carter, Associate Planner

CC: Michael Marquez, Community Development Director

CITY OF COVINA

125 East College Street • Covina, California 91723-2199 • (818) 331-0111

November 15, 1990

Mr. Vice President and Manager
Los Angeles Region Appraisal
Bank of

Orange, Calif. 92668

(LETTER MAILED TO THREE SPECIFIC PERSONS KNOWLEDGEABLE IN REAL ESTATE AND DEVELOPMENT MATTERS)

Dear Mr. :

The City of Covina Planning Division currently is conducting a major local housing study, and we would greatly appreciate your sharing with us the following:

1. Typical Covina or San Gabriel Valley area single-family and multiple-family construction costs. (I am essentially looking for an updated version of the attached sheet.)

2. Typical Covina or San Gabriel Valley per-acre and per-unit land costs for new residential single-family and multiple-family (i.e., condominiums/townhouses and apartments) construction.

3. Any available current market profiles or similar reports pertaining to residential and/or non-residential development in the Covina area.

The information you provide will greatly assist us analyzing Covina's housing situation. Thank you very much for your cooperation. If you have any questions or need clarification, please call me at (818) 858-7234.

Sincerely,

Michael Marquez, Community
Development Director

Alan Carter

Alan Carter, Associate Planner

CC: Michael Marquez, Community Development Director
Hal Ledford, City Planner

CITY OF COVINA

125 East College Street • Covina, California 91723-2199 • (818) 331-0111

September 26, 1990

(LETTER MAILED TO SEVERAL LOCAL FINANCIAL INSTITUTIONS)

Dear Local Financial Institution Official:

The City of Covina Planning Division currently is conducting a major local housing study, and we therefore request the following:

1. General information on residential mortgage financing in the community. Specifically, is financing for new construction, additions, and remodelling available in all areas, what is the current interest rate, and does the rate differ from surrounding communities? In addition, what are the current household income prerequisites for typical Covina area home purchases and financing?

2. Typical Covina area per-acre and per-unit land costs for new residential single-family and multiple-family (i.e., condominiums/townhouses and apartments) construction.

3. Typical Covina area single-family and multiple-family construction costs (e.g., costs of materials, labor, financing, and related matters).

4. Any available current market profiles or similar reports pertaining to residential or non-residential development in the Covina area.

The information you provide will greatly assist us in analyzing Covina's housing situation. Your response by October 12, 1990 would be most appreciated. Thank you very much for your assistance. If you have any questions or need clarification, please call me at (818) 858-7234.

Sincerely,

Michael Marquez, Community Development Director

Alan Carter

Alan Carter, Associate Planner

CC: Michael Marquez, Community Development Director

OBJECTIVES, GOALS AND POLICIES

To carry out a plan and program for implementation of any element of the Master or General Plan, there must be a community development concept or ideal. Those broad or all encompassing ideals or objectives must reflect the community at large. Other ideals lesser in scope or goals should also reflect those desirable attributes of the community. Furthermore, the plan for action or set of policies will define in greater detail the general direction the City may take in the on-going pursuit of those objectives and goals.

The direct involvement of a cross-section of the citizenry in the planning process is one of the most important of all aspects in the development of the Housing Element. The objectives, goals and plans relating to housing must be generated through citizen advisors with public hearings held to receive any additional input and comment from members of the community that were not a part of the advisory committee.

The broad goal of the preliminary California Statewide Housing Plan is "the provision of a decent home and suitable living environment for every California Household." In addition, five subordinate goals address the following:

- o Availability - To increase the availability of an adequate new housing supply, and a choice of housing opportunities, through private investment and public actions.
- o Suitability - To support and provide incentives for the maintenance and rehabilitation of the existing housing supply.
- o Affordability - To bring available housing within the economic means of all persons.
- o Community Development - To provide strong community development and integration of housing with sound and adequate employment, services and community facilities.
- o Accessibility - To provide equal access and opportunity for all.

The above goals and their accompanying State policies are consistent with Covina's housing goals and objectives. The City of Covina endorses and supports the goals outlined in Sections 6452 through 6460 of the Housing Element Guiedlines.

The following goals and supportive policies provide the basis of Covina's housing program:

STANDARDS AND PLANS FOR THE IMPROVEMENT OF HOUSING STOCK.

GOALS:

- To make full use of applied technology and concepts, such as solar architecture, which will utilize the natural environment relative to housing requirements for heating and ventilation, thereby reducing the material needs and the cost required for housing.

- To encourage the preservation of all housing stock.

SUPPORTIVE POLICIES:

1. Encourage sufficient variety of housing types, sizes and prices to accommodate the changing needs of the community residents through private initiative.

2. Review and make assessment of the housing strategy through the Housing Assistance Plan and the Element on a quinquennial basis in order to adequately provide for the planning, development and maintenance of housing and related activities.

3. Encourage the application of innovative architectural, and construction techniques and materials, and the applied sciences such as structural engineering, environmental and behavioral science that could benefit housing and the neighborhood or community.

4. Promote manufactured housing that offers an advantage in terms of production time and price.

5. Encourage the development of only high quality manufactured housing subdivisions in areas of Covina that will best take advantage of the full potential of manufactured homes as viable housing market options.

6. Cooperate with other agencies involved in the improvement and provision of housing at the County and regional levels.

STANDARDS AND PLANS FOR THE IMPROVEMENT OF NEIGHBORHOODS.

GOALS:

- To retain the present character of Covina as a residential city of quality.

- To establish and maintain a viable housing strategy relative to: "affordability", housing quality, distribution of housing types where possible, and the residential quality and environment from the encroachment of excessive noise,

unnecessary through traffic, and incompatible or inappropriate uses of land.

SUPPORTIVE POLICIES:

7. Maintain a lower number of dwelling units per acre and a "ranchos" concept of large estates due to the natural topography found in the southeastern portion of Covina.

8. Encourage the utilization of "density bonus" and "vertical zoning" mechanisms in other areas of the community to compensate for the lower density in the southeastern portion of Covina.

9. Establish and maintain heavy penalties for violations of City building, safety and zoning codes.

10. Encourage the participation of citizens' groups to assure the responsiveness of housing programs.

11. Continue to make needed capital improvements, where appropriate, in order to stimulate rehabilitation and preserve the desirable residential character of the community.

ADEQUATE PROVISIONS FOR THE HOUSING NEEDS OF ALL ECONOMIC SEGMENTS.

GOALS:

- To encourage the distributuion of various households by size and type to avoid concentration of any one population group (type of residents and not type of housing units).

- To provide current information relative to home financing and assistance, options available, maintenance and home improvement techniques, and other sources of technical assistance; accomplished through the County Housing Authority.

- To involve more people from the community in the citizen participation process relative to housing plans and programs.

SUPPORTIVE POLICIES:

12. Promote the construction of condominium and homeowner type dwelling units rather than additional apartment units; this is due to the extremely high number of existing renter occupied units.

13. Emphasize the role of the private sector in the construction of low and moderate income housing.

14. Strive for the most suitable balance of housing types and ownership characteristics in order to maximize neigh-

borhood stability while providing a wide variety of housing choices and opportunities.

PROVISION OF ADEQUATE SITES FOR NEW HOUSING.

GOALS:

- To consolidate small individual and/or long narrow parcels into adequate sized sites which would enable projects to become economically viable for development, thereby providing the incentive for housing unit production of apartments, townhouses or condominiums in the appropriate zones.

- To strive to maintain a housing strategy that will consider environmental and geological situations such as soil capability, hillside, flood plains, etc.

SUPPORTIVE POLICIES:

15. Replace or rehabilitate substandard housing.

16. Encourage the consolidation of small parcels for the development of significant new residential projects.

17. Assist private developers to assemble and clear substandard, underimproved and blighted residential parcels for new residential development.

18. Ensure that condominium conversions and cooperatives are consistent with goals and policies of the City's housing element.

19. Support efforts of private lenders to provide alternative financing methods to make home ownership available to a greater number of households.

20. Encourage new residential construction in areas which will be adequately served by public services and facilities in accordance with local plans and programs.

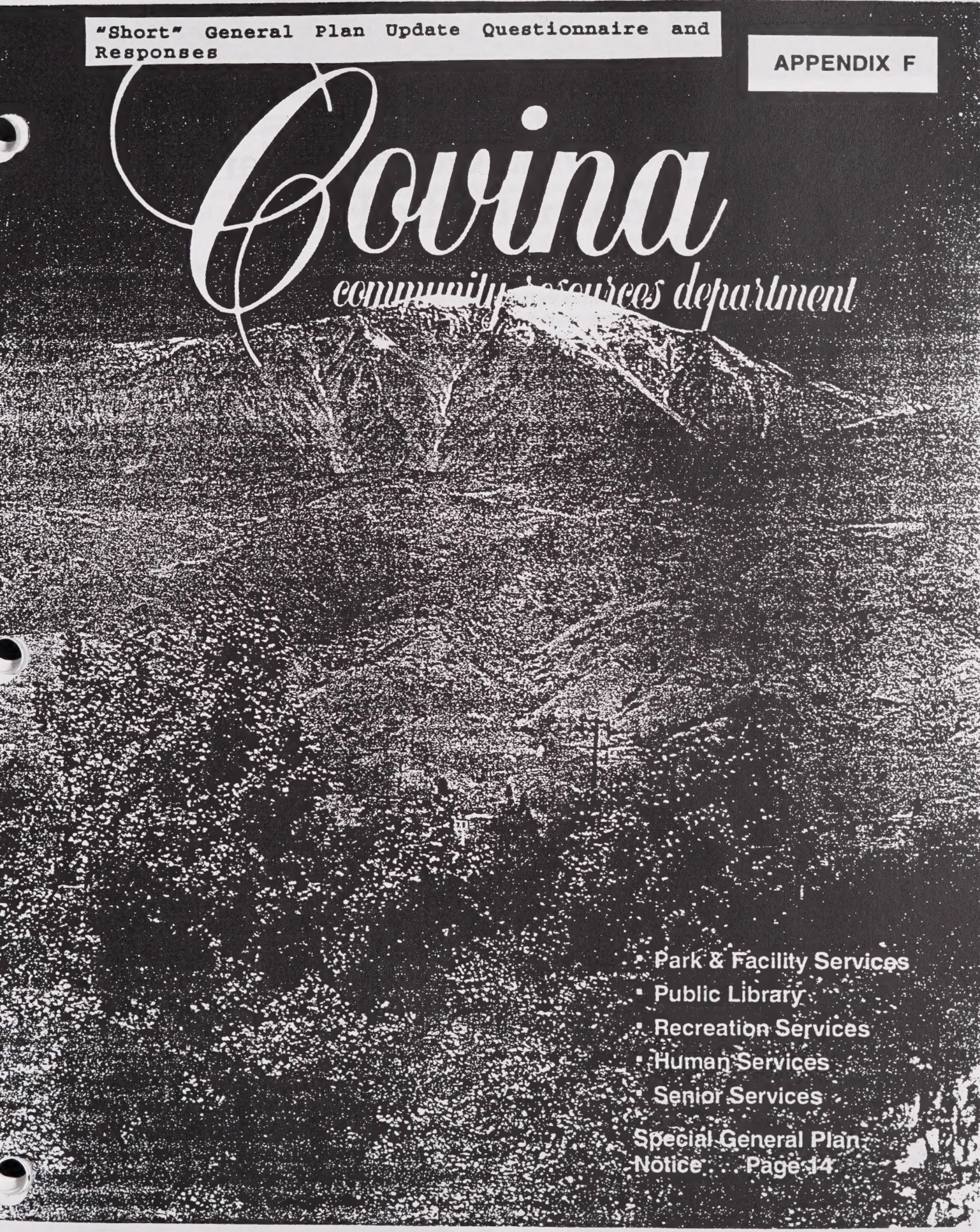
21. Protect homogeneous single-family residential areas from apartment development encroachment.

22. Consider the factors of proximity to shopping, transportation, and other desirable facilities as a part of planning for and constructing housing for senior citizens and low income families.

23. Ensure the fairness and adequacy of conpensation and relocation assistance to persons and families displaced by public improvements or redevelopment activities.

"Short" General Plan Update Questionnaire and Responses

APPENDIX F



The Covina General Plan
A Look into the Future

Have you ever wondered why certain developments are built where they are? Why, you may ask, are shopping centers constructed at one major intersection, while offices are built at another? Or, why are condominiums and apartments built in some residential areas but not others? You may also wonder why major community facilities, such as parks and fire stations, are located where they are. All these questions relate to Covina's physical development, which is based on the Covina General Plan

California planning law requires that each city prepare, adopt and implement a General Plan which functions as the community's blueprint and constitution for its growth and development. The general Plan guides the location, design and appearance of new buildings and projects. It sets standards for streets, parks, noise seismic safety and many other features which effect the quality of life in the community. City officials use the General Plan daily in making short and long range decisions on development proposals, special projects, public improvements and ordinances. The General Plan document itself consists of a detailed analysis of the existing community and a listing of goals, policies, standards and implementation programs. The Plan is arranged within a framework of eight topics or "elements." The elements are: land use, circulation, housing, conservation, open space, community design, noise and safety. Land use is the most important element because it establishes what uses (e.g., residential, commercial, etc.) are permitted in different areas and what development standards (e.g., maximum building height limits) apply. The other elements cover the many other topics pertaining to a jurisdiction's physical development. The Plan, with periodic updating, is intended to guide the growth of the community for a period of approximately twenty years from its adoption.

In the coming months, the City's Planning staff will be updating Covina's General Plan in order to better guide and regulate development and to more accurately reflect the values of the community and our future needs. The update process will be important and challenging because a great deal of information will need to be collected and analyzed and many reports and maps will need to be prepared. The General Plan will actually be updated in two phases. Phase I, the land use, circulation, housing and noise elements, is scheduled to be completed by July 1989. The second phase is expected to be finished one year later.

Citizen participation is an important part of the General Plan update process. You , as residents of Covina, will have opportunities to express your views on, among other things, growth, development, revitalization and the quality of life in Community. These opportunities will come by way of a questionnaire sent to approximately 2000 randomly selected households, town hall meetings and public hearings. All meetings and hearings will be listed in the local newspapers. We urge you to participate in the exciting General Plan update process, for only with active citizen input will City officials be able to identify and address your views and needs. Remember, if you have questions and concerns about development and the quality of life in Covina, this will be your chance to speak up! Covina's staff and elected representatives are interested in serving you. Lets work together to effectively chart the course of Covina's growth into the 21st Century.

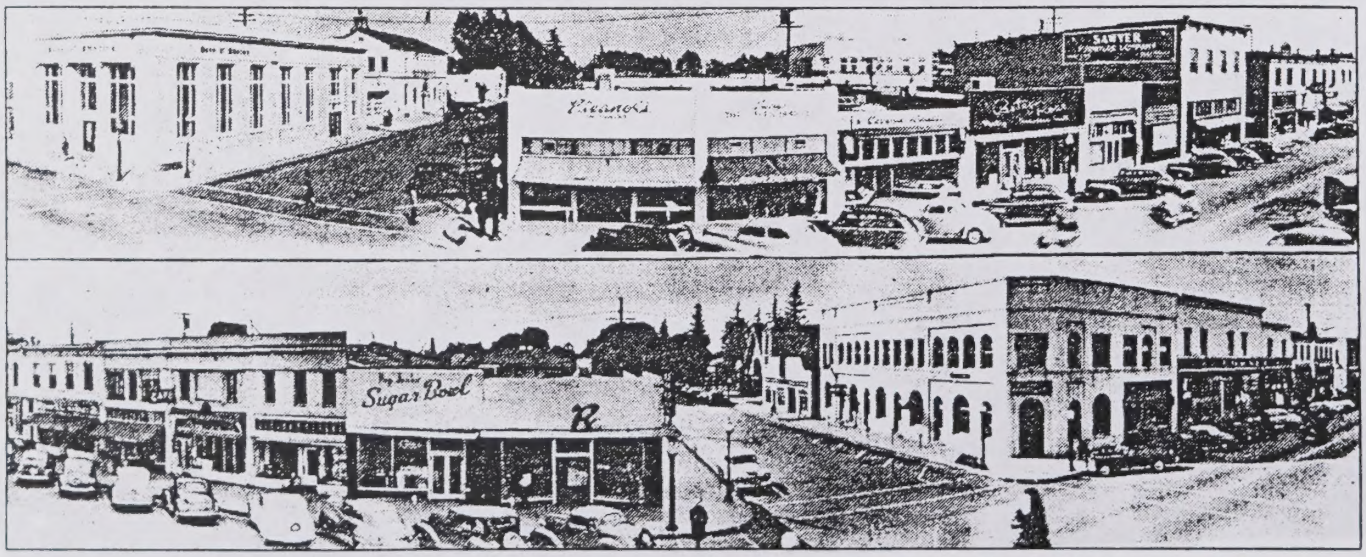


Photo Courtesy of the Covina Historical Society & Powell Camera Shop

Downtown Covina in 1948. What will Covina look like in 2008?

To formally begin the citizen participation process, the Planning staff would like to ascertain how you feel about certain topics. Therefore, please answer the following questions and return you response either by mail or in person to the address listed at the end of the survey. Feel free to attach additional sheet if necessary. Your answers would be most appreciated.

1. In your opinion, what are the major local planning and development issues facing Covina today?

_____

2. Please circle the number in the column that best expresses your assessment of the importance of the areas of concern listed below. Add additional concerns at the bottom if you wish.

	Of No Concern	Minor Concern	Moderate Concern	Major Concern
a. Paying for services needed by new developments.	0	1	2	3
b. Police protection services.	0	1	2	3
c. Fire protection services.	0	1	2	3
d. Parks, open space & recreational facilities.	0	1	2	3
e. Recreation programs.	0	1	2	3
f. Community appearance.	0	1	2	3
g. Community image.	0	1	2	3
h. Adequacy of local street system.	0	1	2	3
i. Traffic congestion.	0	1	2	3
j. Street repair/maintenance.	0	1	2	3
k. Street cleaning.	0	1	2	3
l. Public transit.	0	1	2	3
m. Libraries.	0	1	2	3
n. Schools.	0	1	2	3
o. Maintenance of private property.	0	1	2	3
p. Housing costs & availability.	0	1	2	3
q. Housing subsidies & maintenance programs.	0	1	2	3
r. Providing jobs for local residents.	0	1	2	3
s. Other_____	0	1	2	3

3. To what degree would you be willing to pay for any of the following community service and facility improvements (via user fees, taxes and/or tolls).

	Don't Know	Would Not Pay For	Somewhat Willing To Pay	Very Willing To Pay
a. Police.	0	1	2	3
b. Fire.	0	1	2	3
c. Parks & recreational facilities.	0	1	2	3
d. Public transit.	0	1	2	3
e. Street repair/maintenance.	0	1	2	3
f. Street cleaning.	0	1	2	3
g. Housing subsidies & maintenance.	0	1	2	3
h. Libraries.	0	1	2	3
i. Schools.	0	1	2	3
j. Community appearance.	0	1	2	3
k. Other_____	0	1	2	3

4. How would you rate the overall appearance of the community?

a. Excellent _____
b. Above average _____
c. Average _____
d. Below average _____
e. Poor _____

5. Do you think the appearance of the community needs to be improved?

Yes _____ No _____ Don't Know _____

Explain _____

_____

_____

6. In terms of future retail, office and industrial building activity and revitalization, what type of changes would you like to see over the next 25 years?

Explain _____

_____

_____

7. Do you think any of the following housing types should be built in greater amounts than other. Please rate these on a scale from "none needed" to "many needed." Circle the appropriate number.

	Don't Know	None Needed	Some Needed	Many Needed
a. Single-family detached houses.	0	1	2	3
b. Condominiums & townhouses.	0	1	2	3
c. Apartments.	0	1	2	3
d. Mobile homes.	0	1	2	3
e. Other.	0	1	2	3

8. What would you like to see added or changed in the downtown?

_____

_____

_____

9. What goals would you like to see the City adopt to guide development over the next twenty-five years.

_____

_____

_____

_____

Please return completed surveys to:
City of Covina Planning Division, 125 East College Street, Covina, California 91723

Thank you for your responses. Your answers will greatly assist the Planning staff and City officials in making decisions about future development patterns and standards. As mentioned above, additional participation opportunities are just around the corner. If you wish clarification on any matter, or if you would like to receive written notice of future public hearings, feel free to contact the Covina Planning Division at 331-0111, Ext. 231, and speak to Hal Ledford, City Planner, or Alan Carter, Assistant Planner.

COVINA SHORT QUESTIONNAIRE RESPONSES

The Short Questionnaire was distributed in January 1989 to all City households. The purpose of the Questionnaire, which appeared in the winter '89 Community Resources Department brochure, was to identify local citizen views on various planning-related issues for the General Plan update and to serve as a basis for developing a more detailed, random survey (the Community Questionnaire). Eighty-one Short Questionnaires were returned out of approximately 22,000 brochures mailed out. Contact Alan Carter, Covina Associate Planner, at (818) 858-7231 for clarification on the Short Questionnaire preparation, distribution and tabulation processes.

GENERAL QUESTIONS

1. In your opinion, what are the major local planning and development issues facing Covina today?

a.	Maintaining City image/small town atmosphere	6.1%
b.	Improving community appearance/getting higher quality development	8.3%
c.	Maintenance of private property	2.3%
d.	Maintaining tax and employment base	3.0%
e.	Citizen participation in planning and development matters	.8%
f.	Providing adequate services without raising taxes	3.8%
g.	Annexing unincorporated areas/"improving" county	2.3%
h.	Adopting a "slow to moderate growth" policy/growing too fast	14.4%
i.	Slowing the pace of multiple-family development/ apartments	7.6%
j.	Slowing the pace of commercial development	2.3%
k.	Dealing with excessive/increasing traffic volumes	6.8%
l.	Improving public transportation programs	3.0%
m.	Maintaining streets, alleys and sidewalks	6.1%
n.	Revitalizing downtown (physical, economy, parking, and circulation)	.6%
o.	Promoting small businesses and/or light industrial development	4.5%
p.	Getting greater variety of stores, restaurants and businesses	4.5%
q.	Getting balance of various housing types	1.5%
r.	Developing more parks/open space, upgrade existing facilities and better maintain park system	4.5%
s.	Restoring or earthquake-proofing old buildings	3.8%
t.	Consideration of handicapped concerns in development	.8%
u.	Lack of cultural attractions	1.5%
v.	New City Hall	1.5%

2. **Please circle the number in the column that best expresses your assessment of the importance of the areas of concern listed below. Add additional concerns at the bottom if you wish.**

		Of No Concern	Minor Concern	Moderate Concern	Major Concern
a.	Paying for services needed by new developments	19.1%	19.1%	19.1%	42.6%
b.	Police protection service	1.3%	6.5%	13.0%	79.2%
c.	Fire protection services	1.3%	5.2%	20.8%	72.7%
d.	Parks, open space & recreational facilities	2.7%	17.3%	40.0%	40.0%
e.	Recreation programs	9.3%	36.0%	36.0%	18.7%
f.	Community appearance	0%	8.9%	24.1%	67.1%
g.	Community image	1.3%	11.5%	26.9%	60.3%
h.	Adequacy of local street system	5.5%	16.4%	21.9%	56.2%
i.	Traffic congestion	1.3%	14.5%	27.6%	56.6%
j.	Street repair/maintenance	0%	7.9%	38.2%	53.9%
k.	Street cleaning	1.3%	24.0%	34.7%	40.0%
l.	Public transit	9.5%	33.8%	28.4%	28.4%
m.	Libraries	7.0%	14.1%	42.3%	36.6%
n.	Schools	4.0%	13.3%	28.0%	54.7%
o.	Maintenance of private property	2.7%	12.3%	27.4%	57.5%
p.	Housing costs & availability	15.4%	26.2%	38.5%	20.0%
q.	Housing subsidies & maintenance programs	29.0%	21.7%	26.1%	23.2%
r.	Providing jobs for local residents	6.5%	27.4%	32.3%	33.9%
s.	Other (please specify) _____				

(Moderate or major concerns for all responses)

Overcrowding/overdevelopment	21.1%
Proliferation of apartments	5.3%
Revitalizing the downtown	5.3%
Having greater variety of stores	15.8%
Remodeling city hall	5.3%
Building new city hall	5.3%
Services/programs for seniors	10.5%
Services/programs for kids	5.3%
Programs/accommodations for handicapped	5.3%
Elimination of bars	5.3%
Recycling program	5.3%
High water rates	5.3%
Painting addresses & colors on curbs	5.3%

3. To what degree would you be willing to pay for any of the following community service and facility improvements (via user fees, taxes and/or tolls).

		Don't Know	Would Not Pay For	Somewhat Willing To Pay	Very Willing To Pay
a.	Police	55.6%	3.7%	13.6%	27.2%
b.	Fire	56.8%	3.7%	14.8%	24.7%
c.	Parks & recreational facilities	56.8%	11.2%	22.3%	9.9%
d.	Public transit	58.0%	22.2%	11.1%	8.6%
e.	Street repair/maintenance	56.8%	6.1%	25.9%	11.2%
f.	Street cleaning	56.8%	12.3%	19.7%	9.9%
g.	Housing subsidies & maintenance	63.0%	27.1%	7.4%	2.5%
h.	Libraries	55.6%	9.8%	22.2%	12.3%
i.	Schools	58.0%	11.1%	20.9%	9.9%
j.	Community appearance	59.3%	3.7%	20.9%	16.0%
k.	Other _____				

One answer for each category

Programs for handicapped
Can't pay - on limited income
Programs for senior citizens
Programs for children and/or child care
Recycling

4. How would you rate the overall appearance of the community?

a.	Excellent	3.8%
b.	Above average	25.3%
c.	Average	53.2%
d.	Below average	11.4%
e.	Poor	6.3%

5. Do you think the appearance of the community needs to be improved?

Yes	92.2%
No	7.8%
Don't Know	0%

Explain _____

Strictly adhere to code for more high quality/ attractive developments, signs, etc.	9.9%
Have good architectural guidelines/adopt design theme.	2.5%
Maintain small town atmosphere.	1.7%
Redevelop downtown/clean up/more interesting businesses.	9.9%
Restore old, historic buildings.	4.1%
Abate current land use conflicts/have land use consistency in future.	2.5%
Clean streets/sidewalks frequently.	5.8%
Repave/patch/repair existing streets and/or sidewalks.	9.1%
Plant more public landscaping, street trees, etc.	12.4%
Have more green space/parks/open space citywide.	.8%

Trim trees regularly, but don't overdue it.	5.8%
Maintain parks better.	2.5%
Abate graffiti.	1.7%
Maintenance of private property.	15.7%
Parking on lawns, (operative or inoperative vehicles) or on front yard areas.	9.9%
Better promote home maintenance/improvement programs.	.8%
Parking of trucks in residential areas and/or small streets.	1.7%
Build less multiple-family housing/stop "multiple family" look.	3.3%

6. In terms of future retail, office and industrial building activity and revitalization, what type of changes would you like to see over the next 25 years?

1.	Attract more specialized, "classy" business/retail to draw people.	16.0%
2.	Attract businesses that will bring jobs.	2.4%
3.	Development should be low intensity/retain Covina's small-town atmosphere/no high rises.	7.4%
4.	Multi-story/high intensity development in appropriate areas.	2.4%
5.	Buildings with better designs and more open space and/or parking.	14.8%
6.	Development that will not result in conflicting land use situations.	13.5%
7.	Redo and/or earthquake proof old buildings and shopping centers and maintain what we have.	12.3%
8.	More high tech/clean/light manufacturing industries.	13.5%
9.	More service businesses.	1.2%
10.	More medical/dental facilities.	1.2%
11.	More office development.	3.7%
12.	Slow/control growth across the board.	13.5%
13.	Less shopping centers.	3.7%
14.	Less mini malls/strip outlets.	3.7%
15.	Less auto dealers.	2.4%
16.	Less offices.	1.2%
17.	Less industrial development.	2.4%

7. Do you think any of the following housing types should be built in greater amounts than others? Please rate these on a scale from "none needed" to "many needed." Circle the appropriate number.

		Don't Know	None Needed	Some Needed	Many Needed
a.	Single-family detached houses.	12.3%	11.1%	38.2%	38.2%
b.	Condominiums & townhouses.	14.8%	49.3%	30.8%	4.9%
c.	Apartments	16.0%	60.4%	20.9%	2.4%
d.	Mobile homes.	20.9%	64.2%	11.1%	3.7%
e.	Other_____				

One answer for each category

Duplexes
Affordable/subsidized housing
Senior citizen housing

8. What would you like to see added or changed in the downtown?

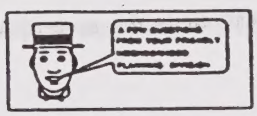
1.	Facade and sign enhancements/restorations and structural reinforcements.	40.7%
2.	Install decorative paving, landscaping, street furniture, and clean up.	17.2%
3.	More open space.	1.2%
4.	Maintain quaintness/small town atmosphere.	6.1%
5.	Redevelop with consistent theme/design standards.	8.5%
6.	Higher quality and/or better variety of stores, businesses, etc.	25.9%
7.	Synchronize signals/widen streets/eliminate or reduce diagonal parking.	23.4%
8.	Construct more off-street parking	9.8%
9.	Better link off-street parking to stores/rear of stores	11.1%
10.	Keep/improve theatre	3.7%
11.	Build new city hall	1.2%
12.	Eliminate or clean up hotel (Pacino's)	9.8%
13.	No more auto dealers.	2.4%
14.	More consideration of handicapped accessibility.	2.4%
15.	Play areas for kids.	1.2%
16.	Need bike racks.	1.2%
17.	Better lighting.	1.2%
18.	Make into pedestrian mall - Citrus	4.9%
19.	No changes needed - it's ok/quaint/fine as is	3.7%

9. What goals would you like to see the City adopt to guide development over the next twenty-five years?

1.	Economy in city services/integrity of city government.	13.5%
2.	Slow or control growth/maintain low intensity development pattern or small town atmosphere/increase quality of living environment.	27.1%
3.	Focus medium to high-intensity development on main streets.	1.2%
4.	Limit apartment/multi-family development	18.5%
5.	Limit mini-malls and/or commercial development.	6.1%
6.	Have greater variety of shopping outlets.	9.8%
7.	Encourage retention/restriction of old houses/buildings and/or encourage residential conversions.	7.4%
8.	Make Covina "upscale."	2.4%
9.	Revitalize downtown.	7.4%
10.	Leave downtown alone/keep quaintness.	2.4%
11.	Have good architectural styles/high quality development.	8.6%
12.	Need to annex unincorporated areas.	1.2%
13.	Have more citizen input on issues/promote civic pride.	6.1%
14.	Encourage pride of ownership/property maintenance/ home improvements.	13.5%
15.	High cost of housing.	1.2%
16.	Attract new business/have professional business attitude.	6.1%
17.	Have various housing types.	2.4%
18.	Build new city hall.	1.2%
19.	Do traffic improvements/light synchronization, where needed.	2.4%
20.	Maintain and/or clean streets consistently.	11.1%
21.	Limit bus traffic in some areas.	1.2%
22.	Better enforce parking laws/traffic laws.	1.2%

23.	Better programs for decreasing crime/improve Police Dept.	7.4%
24.	Have graffiti abatement program.	1.2%
25.	Close less schools/have better education or schools.	7.4%
26.	More people-oriented services/programs for children and/or seniors.	4.9%
27.	More parks and open space needed.	3.7%
28.	More public landscaping needed.	7.4%
29.	Light rail system needed/improve public transportation	2.4%
30.	Recycling program needed.	1.2%

COVINA COMMUNITY QUESTIONNAIRE



INTRODUCTORY COMMENTS

The City of Covina is presently updating its General Plan. The General Plan is a document that is adopted by the City Council and that serves as a guide for the community's long-term physical development. As part of the General Plan revision process, City officials would like to know your feelings and opinions on matters such as growth and community services. The views expressed will be considered by the City's Planning staff in making decisions about the future of the community. Therefore, please take a few minutes to complete the questionnaire. Your compliance would be most appreciated.

The questionnaire has been prepared and distributed to randomly selected households by the Covina Planning staff, who will also tabulate and analyze the answers. Be assured that the City will not give out completed questionnaires to other parties. All responses will be confidential.

The objectives of the questionnaire are:

1. To identify what Covinans feel are major concerns relative to population and physical growth and the redevelopment of old areas.

2. To ascertain what residents perceive as major local planning issues and opportunities.

3. To identify what planning and development goals and policies residents would like to see implemented.

4. To ascertain how residents feel about City services and facilities.

INSTRUCTIONS (Please read carefully.)

1. Please complete the questionnaire even if you have already answered the planning questions in the Winter 1989 Community Resources Brochure.

2. Indicate answers either by 1) circling the letters or numbers that correspond to items or categories or 2) writing in your response when asked to do so.

3. Upon completion of the questionnaire, check over the form to ensure that all questions have been completely answered.

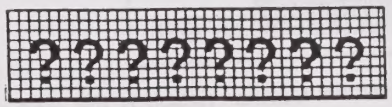
4. Please return the completed questionnaire, either by mail or in person, to:

   Covina Planning Division
   125 East College Street
   Covina, Calif. 91723

   For your convenience, a pre-addressed, postage-paid envelope is provided. Questionnaires must be received by the City on or before August 31, 1989.

5. If you have any questions about this document or would like additional information on the General Plan update process, feel free to contact either Hal Ledford, City Planner, or Alan Carter, Assistant Planner, of the Planning Division at (818) 331-0111, extension 231 or 232, between 8:00 a.m. and noon.

I. GENERAL QUESTIONS



The questions in this first section cover several areas. The answers will give the Covina staff a good idea of residents' overall feelings about the community. (You may wish to reserve all comments about the downtown for the second section.)

1. How do you like living in Covina? (Please circle the appropriate letter.)

   a. Strongly like
   b. Like
   c. Neutral
   d. Dislike
   e. Strongly dislike
   f. No opinion

2. Please circle the number that best expresses your assessment of the importance of the areas of concern or issues listed below. Add additional issues at the bottom if you wish. (Question 11 provides an evaluation of specific City services and facilities.)

	NO CONCERN	MINOR CONCERN	MODERATE CONCERN	MAJOR CONCERN
a. Paying for basic City services	0	1	2	3
b. Overdevelopment	0	1	2	3
c. Traffic	0	1	2	3
d. City appearance	0	1	2	3
e. Maintaining private property (yards, lawns, bldg. appearance)	0	1	2	3
f. Maintaining City commercial & industrial base	0	1	2	3
g. Parks, open space & recreational facilities	0	1	2	3
h. Preserving historic sites & areas	0	1	2	3
i. Abundance of remaining unincorporated areas	0	1	2	3
j. Providing ample commercial uses for local residents	0	1	2	3
k. Stability & vitality of downtown	0	1	2	3
l. Housing costs & availability	0	1	2	3
m. Housing types & distribution	0	1	2	3
n. Other (please specify)	0	1	2	3

_____

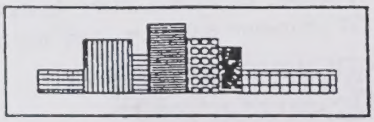
3. What do you think are Covina's major assets (or strengths)? (Please list 3 to 5 items.)

_____
_____
_____

4. What do you think are Covina's major liabilities (or weaknesses)? (Please list 3 to 5 items.)

_____
_____
_____

II. DOWNTOWN



The next group of questions pertains to downtown Covina (which is the area generally bounded by the Southern Pacific Railroad Line on the north, 1st and 2nd Avenues on the east, Puente Street on the south, and 4th Avenue on the west). City officials need feedback to ensure that revitalization goals and policies are in concert with citizen views.

5. How often do you go downtown for a specific purpose (e.g., shopping, services, business, etc. Please circle the appropriate letter.)

a. Never
b. Seldom
c. Monthly
d. Weekly
e. Daily

6. How do you generally get downtown? (Circle the one best letter.)

a. Car
b. Bus
c. Walk
d. Bicycle
e. Other (please specify) _____

7. What are your main reasons for going downtown? (Circle as many as necessary.)

a. Work
b. Shop
c. Personal services (e.g., barber, dry cleaner)
d. Financial services (e.g., banks, investments)
e. Medical and/or dental services
f. Business and/or legal services
g. Governmental services and/or utilities
h. Restaurants
i. Church
j. Entertainment
k. Visiting friends, family, etc.
l. Commuting route
m. Other (please specify)_____

8. What do you like about downtown Covina? (Please list 3 to 5 items.)

_____
_____
_____

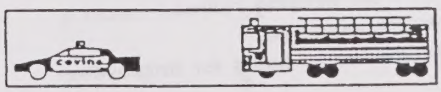
9. What changes or improvements would you like to see in the downtown. (Please list 3 to 5 items.)

_____
_____
_____

10. Are you aware of the City's current plans to enhance the downtown?

a. Yes
b. No

III. COMMUNITY SERVICES AND FACILITIES

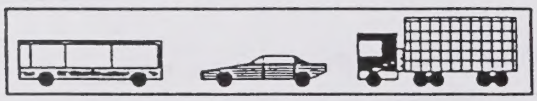


Community services and facilities, such as police, street cleaning and schools, are elements of city life that we all use and, from time to time, need to evaluate. This next area of discussion will provide you with the opportunity to express how good or bad you feel various services and facilities are operated.

11. Do you think any of the following services and facilities should be increased or improved? Please rate these on a scale from "no improvement needed" to "much improvement needed." (Circle one number for each category.)

	DON'T KNOW	NO IMPROVEMENT NEEDED	SOME IMPROVEMENT NEEDED	MUCH IMPROV. NEEDED
a. Street cleaning	0	1	2	3
b. Street repair/maintenance	0	1	2	3
c. Landscaping in street medians	0	1	2	3
d. Storm drainage	0	1	2	3
e. Sewage disposal	0	1	2	3
f. Street lights	0	1	2	3
g. Police	0	1	2	3
h. Fire	0	1	2	3
i. Parks & open space	0	1	2	3
j. Recreation & cultural programs & activities for adults	0	1	2	3
k. Recreation programs & activities for kids	0	1	2	3
l. Schools	0	1	2	3
m. Libraries	0	1	2	3
n. Programs for senior citizens	0	1	2	3
o. Child care	0	1	2	3
p. Entertainment	0	1	2	3
q. Covina shopping areas	0	1	2	3
r. Area public transit	0	1	2	3
s. City transit programs	0	1	2	3
t. Other (please specify)	0	1	2	3

IV. TRANSPORTATION



Covina's transportation network, transit systems and traffic problems are matters most of us think about frequently. Now is the time to put your thoughts in writing.

12. A number of ways to reduce traffic congestion are listed below. On a scale from 1 to 3, with 1 being "not very effective" and 3 being "very effective," how would you rate the following traffic reduction measures? (Circle the one best number for each item.)

	DON'T KNOW	NOT VERY EFFECTIVE	MODERATELY EFFECTIVE	VERY EFFECTIVE
a. Increase bus transit	0	1	2	3
b. Increase shuttle and van services	0	1	2	3
c. Increase car or van pools	0	1	2	3
d. Improve City streets	0	1	2	3
e. Establish commuter rail system on existing railroad tracks	0	1	2	3
f. Limit development	0	1	2	3
g. Flexible work hours for employees	0	1	2	3

h. Other (please specify) _____	0	1	2	3

13. Approximately how often do you use each of the following? (Circle the one best number for each item.)

	NEVER	SELDOM	MONTHLY	WEEKLY	DAILY
a. Car	1	2	3	4	5
b. Bus	1	2	3	4	5
c. Shuttle and van service	1	2	3	4	5
d. Car or vanpool	1	2	3	4	5
e. Flexible work hours	1	2	3	4	5
f. Other (please specify) _____	1	2	3	4	5

14. How often would you be willing to use any of the following, on a scale from "never" to "often"? (Circle the one best number for each category.)

	DON'T KNOW	ALREADY USE	NEVER	SOMETIMES	OFTEN
a. Bus	0	1	2	3	4
b. Shuttle & van service	0	1	2	3	4
c. Car or van pool	0	1	2	3	4
d. Flexible work hours	0	1	2	3	4
e. Other (please specify) _____	0	1	2	3	4

V. HOUSING

Thanks for your patience so far. How do you feel about Covina's housing situation? Housing is the focus of this next group of questions.

15. A number of ways to improve housing opportunities for low and moderate income residents and senior citizens in Covina have been proposed. Which of the following would you support on a scale from "would not support" to "strongly support." (Circle one answer for each category.)

	DON'T KNOW	WOULD NOT SUPPORT	MODERATELY SUPPORT	STRONGLY SUPPORT
a. Require that projects include a	0	1	2	3
percentage of affordable housing	0	1	2	3
b. Permit more units to be built on lots zoned for apartments or condos if a percentage of affordable units is included	0	1	2	3
c. Encourage more renter-occupied housing to be built throughout City	0	1	2	3
d. Encourage second units on single-family lots	0	1	2	3
e. Encourage affordable senior-citizen only housing	0	1	2	3
f. Expand housing subsidy programs for seniors and low-income households	0	1	2	3

g. Expand programs to conserve and rehabilitate existing housing	0	1	2	3
h. Encourage prefabricated housing	0	1	2	3
i. Other (please specify)	0	1	2	3

16. On a scale from 1 to 3, to what extent do you feel the following housing types should be built in Covina over the next 25 years? (Check one answer for each category.)

	DON'T KNOW	NONE NEEDED	SOME NEEDED	MANY NEEDED
a. Single-family detached units	0	1	2	3
b. Condominiums and townhouses	0	1	2	3
c. Apartments	0	1	2	3
d. Mobilehome parks	0	1	2	3
e. Second units on single-family lots	0	1	2	3
f. Other (please specify)	0	1	2	3

17. What do you think the City should do with its relatively high percentage of medium to high density developments (i.e., apartments, condominiums and townhouses? Circle the one best letter below.)

a. Nothing - allow development to continue at current pace.
b. Reduce slightly the number of units that can be constructed on lots zoned for apartments, condominiums, etc.
c. Reduce greatly the number of units that can be constructed on lots zoned for apartments, condominiums, etc.
d. Other (please specify) _____

VI. BACKGROUND INFORMATION

Finally, we would like to know a little about you in order to study how different types of people feel about the matters that have been discussed.

18. How long have you lived in Covina?

_____ Years

19. What type of home do you live in? (Circle the appropriate letter.)

a. Single-family detached
b. Condominium or townhouse
c. Apartment
d. Unit in back of single-family detached house
e. Mobile home
f. Other (please specify) _____

20. Do you own your place of residence?

a. Yes
b. No

21. If you were to move today, would you prefer to stay in Covina?

a. Yes
b. No
c. Not sure

22. If you are a County resident (i.e., your address is either 5 digits or in the 3000s or 4000s), do you think you and your property would benefit from being annexed into the City of Covina?

a. Yes
b. No
c. Not sure
d. Not applicable (currently City resident)

22-1. If yes, how? _____

_____

_____

22-2. If no, why not? _____

_____

_____

23. Do you think the City should encourage the annexation of unincorporated county areas? (Circle the one best letter.)

a. Yes
b. No
c. Not sure

24. Do you think the City should adopt an ordinance to encourage reasonable maintenance of private property? (The ordinance would, among other things, discourage messy front yards and the storage of inoperable vehicles in areas visible to the public.)

a. Yes
b. No
c. Not sure

25. What is your employment status? (Please circle the one best answer.)

a. Employed (full- or part-time)
b. Unemployed
c. Full-time student
d. Student and employed
e. Retired
f. Semi-retired
g. Other (please specify) _____

25-1. If employed full- or part-time:

25-1a. In what city or community do you work?_____

25-1b. How do you get there?_____

Thank you for taking the time to complete the questionnaire. Your answers will provide City officials with important information that will be considered in making decisions about Covina's future physical development. Feel free to use the space below to make any additional comments about Covina or about the questionnaire.

COVINA COMMUNITY QUESTIONNAIRE RESPONSES

The Covina Community Questionnaire, which was distributed in July 1989, was prepared to identify local citizen views on various issues to assist City staff in revising the Covina General Plan. The below data are based on 332 returned questionnaires. A total of 2,208 forms were mailed to every tenth resident. The response rate was thus fifteen percent. For clarification on the questionnaire preparation, distribution and tabulation processes, contact Alan Carter, Associate Planner, City of Covina, at (818) 858-7231.

GENERAL QUESTIONS

1. How do you like living in Covina?

a.	Strongly like	39.3%
b.	Like	47.7%
c.	Neutral	7.3%
d.	Dislike	1.2%
e.	Strongly dislike	.3%
f.	No opinion	.3%
	No answer	3.9%

2. Please circle the number that best expresses your assessment of the importance of the areas of concern or issues listed below. Add additional issues at the bottom if you wish. (Question 11 provides an evaluation of specific City services and facilities.)

		No Concern	Minor Concern	Moderate Concern	Major Concern
a.	Paying for basic City services	16.3%	26.1%	35.2%	22.5%
b.	Overdevelopment	4.4%	15.4%	29.2%	50.9%
c.	Traffic	5.0%	14.3%	31.5%	49.2%
d.	City appearance	4.5%	8.4%	33.2%	53.9%
e.	Maintaining private property (yards, lawns, bldg. appearance)	5.5%	9.7%	30.7%	54.0%
f.	Maintaining City commercial & industrial base	7.4%	16.5%	42.6%	33.5%
g.	Parks, open space & recreational facilities	7.4%	9.6%	37.0%	46.0%
h.	Preserving historic sites & areas	9.4%	21.6%	35.8%	33.2%
i.	Abundance of remaining un-incorporated areas	11.8%	32.6%	32.9%	22.7%
j.	Providing ample commercial uses for local residents	11.6%	32.0%	39.9%	16.5%
k.	Stability & vitality of downtown	4.5%	20.3%	42.1%	33.1%
l.	Housing costs & availability	6.2%	17.6%	34.0%	42.2%
m.	Housing types & distribution	5.2%	11.8%	35.6%	47.4%
n.	Other (please specify) _____				

(Moderate or Major Concern for all responses)

Crime & gang activity, increase police protection	45.8%
Parking problems	10.4%
Maintenance of streets & sidewalks	6.3%
Too much growth for high density residences	12.5%
Too much low income housing	6.3%
A recycling program	2.1%
Maintaining / enforcement of zoning laws	2.1%
Youth programs & services	4.2%
Concern for the quality of the water supply	6.3%
A bike trail	2.1%
A more responsive city government	2.1%

3. What do you think are Covina's major assets (or strengths)?

City Services	28.0%
Family oriented, small town, clean environment	27.8%
Low crime	8.1%
Geographic location	12.3%
Community involvement	3.0%
No major industries	.8%
City government	3.6%
Low tax rates on property	1.1%
Weather	.4%
Friendly people	6.6%
Existing businesses	8.5%

4. What do you think are Covina's major liabilities (or weaknesses)?

Adequacy of basic city services, programs & facilities	19.7%
Adequacy of non-city services & facilities	3.1%
Overdevelopment of commercial uses	7.1%
Proliferation of multiple family complexes	9.6%
Lack of affordable housing	4.2%
Parking, circulation and/or appearance of downtown	13.8%
Decline in community image	1.0%
Excessive population growth	2.5%
Increasing Traffic	9.2%
Increasing crime rates	7.1%
Smog	3.8%
Deterioration of residential properties	4.4%
Need to annex unincorporated areas	1.9%
Lack of adequate retail/entertainment uses	5.9%
Fiscal condition of City	4.8%
Street parking for residential use wanted	1.3%
Preserving the ecology	.6%

DOWNTOWN

5. How often do you go downtown for a specific purpose (e.g., shopping, services, business, etc.)

a.	Never	1.8%
b.	Seldom	27.4%
c.	Monthly	15.7%
d.	Weekly	41.2%
e.	Daily	13.8%

6. How do you generally get downtown?

a.	Car	91.7%
b.	Bus	1.5%
c.	Walk	5.5%
d.	Bicycle	.6%
e.	Cab	.6%

7. What are your main reasons for going downtown?

a.	Work	3.1%
b.	Shop	20.8%
c.	Personal services (e.g., barber, dry cleaner)	9.8%
d.	Financial services (e.g., banks, investments)	17.5%
e.	Medical and/or dental services	12.9%
f.	Business and/or legal services	4.8%
g.	Governmental services and/or utilities	5.3%
h.	Restaurants	8.5%
i.	Church	3.2%
j.	Entertainment	4.3%
k.	Visiting friends, family, etc.	1.5%
l.	Commuting route	6.9%
m.	Library	1.0%
n.	Volunteer services	.1%
o.	Pleasure (e.g., walking, biking)	.3%

8. What do you like about downtown Covina?

a.	Parking	8.0%
b.	Historical image, clean and attractive	33.2%
c.	Business community	26.0%
d.	Good transportation services	.8%
e.	Emergency centers	2.4%
f.	Close by residential areas	16.7%
g.	Safe environment at night	2.7%
h.	Friendly atmosphere	8.5%
i.	City services	1.9%

9. What changes or improvements would you like to see in the downtown.

Parking & circulation improvements on Citrus Avenue	31.9%
Build more off street parking	20.8%
Clean up existing parking lots, streets and alleys	5.8%
Need store facade enhancements	17.6%
Need pedestrian amenities & right of way improvements	3.2%
Make Citrus Ave. into a Pedestrian Mall	3.2%
Need better variety of stores & eating establishments	10.9%
Expand existing uses & have more community development	.5%
Need better public transportation program	.7%
Need better security/police patrol	1.2%
Need homeless shelter	.7%
Have a more aggressive city promotional program	1.2%
Restrict/limit commercial development	.9%
Include bike lanes	.2%
Overall design of downtown needs changing	1.4%

10. Are you aware of the City's current plans to enhance the downtown?

YES	31.2%
NO	68.8%

COMMUNITY SERVICES AND FACILITIES

11. Do you think any of the following services and facilities should be increased or improved? Please rate these on a scale from "no improvement needed" to "much improvement needed."

		DON'T KNOW	NO IMPROVEMENT NEEDED	SOME IMPROVEMENT NEEDED	MUCH IMPROV. NEEDED
a.	Street cleaning	8.7%	40.6%	33.9%	16.8%
b.	Street repair/maintenance	4.2%	19.6%	45.2%	31.1%
c.	Landscaping in street medians	4.9%	41.0%	38.4%	15.6%
d.	Storm drainage	22.5%	38.6%	28.1%	10.8%
e.	Sewage disposal	31.1%	45.6%	17.4%	5.9%
f.	Street lights	7.4%	49.5%	29.9%	13.2%
g.	Police	11.1%	52.3%	22.5%	14.1%
h.	Fire	17.4%	56.9%	17.8%	7.9%
i.	Parks & open space	6.9%	40.6%	37.6%	14.9%
j.	Recreation & cultural programs & activities for adults	16.4%	43.1%	30.6%	9.9%
k.	Recreation programs & activities for kids	22.8%	34.4%	31.1%	11.6%
l.	Schools	21.5%	31.0%	31.7%	15.8%
m.	Libraries	13.9%	48.9%	26.2%	11.0%
n.	Programs for senior citizens	39.7%	32.6%	21.2%	6.5%
o.	Child care	40.6%	22.1%	23.4%	13.9%
p.	Entertainment	14.3%	34.2%	35.2%	16.3%
q.	Covina shopping areas	6.8%	28.7%	36.5%	28.0%
r.	Area public transit	12.9%	22.6%	37.9%	26.6%
s.	City transit programs	37.7%	19.9%	23.2%	19.2%
t.	Other (please specify)				

(Some or Much Improvement Needed for all responses)

Traffic Control	52.2%
Parking Problem	4.3%
Recycling Program	6.5%
Water Quality	4.3%
A better garbage collection system	4.3%
Shelter for homeless	2.2%
Incorporate County Areas	2.2%
Bike Trail	6.5%
Public Landscaping and Cleaning	17.4%

TRANSPORTATION

12. A number of ways to reduce traffic congestion are listed below. On a scale from 1 to 3, with 1 being "not very effective" and 3 being "very effective," how would you rate the following traffic reduction measures?

		DON'T KNOW	NOT VERY EFFECTIVE	MODERATELY EFFECTIVE	VERY EFFECTIVE
a.	Increase bus transit	23.4%	30.6%	28.9%	17.2%
b.	Increase shuttle and van services	21.4%	15.6%	33.7%	29.3%
c.	Increase car or van pools	20.5%	29.2%	32.6%	17.7%
d.	Improve City streets	12.2%	19.4%	35.4%	33.0%
e.	Establish commuter rail system on existing railroad tracks	25.6%	20.7%	14.4%	39.3%
f.	Limit development	13.4%	18.4%	27.1%	41.1%
g.	Flexible work hours for employees	18.9%	16.5%	25.6%	38.9%
h.	Other (please specify)_____				

(Moderately to Very Effective for all responses)

Use of cabs	23.5%
Better use of traffic lights (synchronized)	29.4%
Stop high density building	5.9%
Enforce traffic laws	8.8%
Encourage truck deliveries at night	14.7%
Flexible school hours to lessen traffic in the a.m.	17.6%

13. Approximately how often do you use each of the following?

		NEVER	SELDOM	MONTHLY	WEEKLY	DAILY
a.	Car	2.8%	2.1%	.7%	3.2%	91.2%
b.	Bus	81.5%	12.3%	2.3%	1.0%	3.0%
c.	Shuttle and van service	86.5%	11.8%	.7%	.7%	.3%
d.	Car or vanpool	78.2%	13.1%	3.0%	2.0%	3.7%
e.	Flexible work hours	68.3%	6.8%	4.3%	4.6%	16.0%
f.	Other (please specify) _____					

(Weekly or Daily for all responses)

walk	42.1%
cab	15.8%
bike	42.1%

14. How often would you be willing to use any of the following, on a scale from "never" to "often"?

		DON'T KNOW	ALREADY USE	NEVER	SOMETIMES	OFTEN
a.	Bus	14.1%	2.6%	40.5%	34.2%	8.6%
b.	Shuttle & van service	15.1%	1.6%	36.3%	35.9%	10.8%
c.	Car or van pool	15.6%	3.4%	44.7%	25.4%	10.8%
d.	Flexible work hours	16.8%	9.0%	30.8%	14.7%	28.7%
e.	Other (please specify)_____					

(Sometimes or Often for all responses)

Cab	57.1%
Rail transit on existing routes	14.3%
Bicycle	14.3%
Walk	14.3%

HOUSING

15. A number of ways to improve housing opportunities for low and moderate income residents and senior citizens in Covina have been proposed. Which of the following would you support on a scale from "would not support" to "strongly support."

		DON'T KNOW	WOULD NOT SUPPORT	MODERATELY SUPPORT	STRONGLY SUPPORT
a.	Require that projects include a percentage of affordable housing	8.2%	28.5%	33.1%	30.2%
b.	Permit more units to be built on lots zoned for apartments or condos if a percentage of affordable units is included	5.7%	63.7%	17.7%	13.0%
c.	Encourage more renter-occupied housing to be built throughout City	8.0%	63.1%	18.8%	11.8%
d.	Encourage second units on single-family lots	7.3%	58.8%	21.8%	12.1%
e.	Encourage affordable senior-citizen only housing	5.4%	13.3%	35.8%	45.6%
f.	Expand housing subsidy programs for seniors and low-income households	6.0%	28.5%	35.8%	29.7%
g.	Expand programs to conserve and rehabilitate existing housing	5.8%	7.8%	38.6%	47.7%
h.	Encourage prefabricated housing	14.2%	52.5%	20.2%	13.1%
i.	Other (please specify)_____				

(Moderately or Strongly Support for all responses)

Affordable Housing	58.1%
No more low cost housing	25.8%
More HUD housing programs	9.7%
Better balance of different types of housing	6.5%

16. On a scale from 1 to 3, to what extent do you feel the following housing types should be built in Covina over the next 25 years?

		DON'T KNOW	NONE NEEDED	SOME NEEDED	MANY NEEDED
a.	Single-family detached units	4.6%	14.1%	43.1%	38.2%
b.	Condominiums and townhouses	4.4%	39.9%	47.3%	8.4%
c.	Apartments	5.4%	59.7%	28.5%	6.4%
d.	Mobilehome parks	8.3%	59.7%	26.7%	5.3%
e.	Second units on single-family lots	7.5%	55.6%	25.8%	11.2%
f.	Other (please specify)_____				

(Some or Many Needed for all responses)

More HUD Housing	50.0%
Senior citizen housing exclusively	33.3%
Lower income housing for first time home owners	5.6%
Let property owners maximize densities	11.1%

17. What do you think the City should do with its relatively high percentage of medium to high density developments (i.e., apartments, condominiums and townhouses?)

a.	Nothing - allow development to continue at current pace.	13.8%
b.	Reduce slightly the number of units that can be constructed on lots zoned for apartments, condominiums, etc.	21.7%
c.	Reduce greatly the number of units that can be constructed on lots zoned for apartments, condominiums, etc.	62.2%
d.	Other (please specify) _____	
	Get rid of them	.7%
	Stop all future high density building	1.3%
	Take each one on its own merits (get rid of some and keep others)	.3%

BACKGROUND INFORMATION

18. HOW LONG HAVE YOU LIVED IN COVINA?

a.	0 - 5 years	21.6%
b.	6 - 10 years	13.3%
c.	11 - 20 years	21.6%
d.	21 - 30 years	23.1%
e.	31 + years	20.4%

19. What type of home do you live in?

a.	Single-family detached	80.2%
b.	Condominium or townhouse	5.6%
c.	Apartment	10.8%
d.	Unit in back of single-family detached house	.6%
e.	Mobile home	2.8%

20. Do you own your place of residence?

a.	YES	85.3%
b.	NO	14.7%

21. If you were to move today, would you prefer to stay in Covina?

a.	YES	51.1%
b.	NO	17.9%
c.	NOT SURE	31.0%

22. If you are a County resident (i.e., your address is either 5 digits or in the 3000's or 4000's), do you think you and your property would benefit from being annexed into the City of Covina?

a.	YES	12.2%
b.	NO	7.9%
c.	NOT SURE	13.3%
d.	N/A (Currently city resident)	66.5%

22-1. If yes, How?_____

Better overall services (excluding road maintenance)	68.4%
Better road maintenance	26.3%
Better City regulations	5.3%

22-2. If no, why not?_____

Higher taxes	45.7%
Don't want to pay for city projects	11.4%
Don't want any zone changes	11.4%
All needs are currently being met	22.9%
Don't want certain city restrictions	8.6%

23. Do you think the City should encourage the annexation of unincorporated county areas?

a.	YES	49.7%
b.	NO	14.3%
c.	NOT SURE	36.0%

24. Do you think the City should adopt an ordinance to encourage reasonable maintenance of private property? (The ordinance would, among other things, discourage messy front yards and the storage of inoperable vehicles in areas visible to the public.)

a.	YES	90.7%
b.	NO	6.2%
c.	NOT SURE	3.1%

25. What is your employment status?

a.	Employed (full- or part-time)	70.5%
b.	Unemployed	1.6%
c.	Student and employed	2.5%
d.	Retired	20.2%
e.	Semi-retired	5.0%
f.	Disabled	.3%

25-1. If employed full- or part-time:

25-1a. In what city or community do you work?

Covina	25.4%
San Gabriel Valley (other than Covina)	46.8%
Inland Empire	1.2%
Orange County	6.0%
South Bay	.4%
Los Angeles area (central & western)	16.9%
San Fernando Valley	2.0%
Long Beach area	1.2%

25-2b. How do you get there?

Car	91.3%
Walk	2.1%
Carpool	1.7%
Bus	4.6%
Cab	.4%

Thank you for taking the time to complete the questionnaire. Your answers will provide City officials with important information that will be considered in making decisions about Covina's future physical development. Feel free to use the space below to make any additional comments about Covina or about the questionnaire.

The following weaknesses and general points about the City were identified:

	%
1. Too much development/too much traffic/too many people	16.8%
2. Need improvement to and/or better maintenance of infrastructure or public places/facilities.	5.6%

3. Quality of development in many areas poor/appearance of community declining.	2.4%
4. Condition of various private properties poor/property maintenance ordinance needed.	4.8%
5. Encourage moderate growth/maintain development status quo.	.4%
6. Need more parks/open space.	2.8%
7. Need strict/better enforcement of building, planning noise and/or traffic codes.	11.2%
8. City services/programs need improvement and/or expansion.	10.4%
9. More county territories should be annexed.	1.6%
10. County areas should remain unincorporated.	1.2%
11. Retain and/or restore old, historical buildings citywide.	1.6%
12. Friendly/small town atmosphere being eroded/need to reemphasize civic pride and/or citizen participation.	2.8%
13. Increasing crime/gangs/drugs is a problem.	9.2%
14. Housing costs to high.	.8%
15. Overnight parking prohibition in multiple-family areas should end.	2.8%
16. Need to encourage retention of jobs/businesses/economic activity in Covina.	2.4%
17. Downtown needs vitality/pedestrian enticing businesses and improvements (aesthetics, circulation and parking).	4.4%
18. City should encourage conversion of rail line to public transit system.	.8%
19. City leadership unresponsive to residents'/community's needs; City needs to be more progressive.	3.2%
20. City staff not helpful.	1.2%

The following strengths about Covina were identified:

21. City has good name/good image.	2.0%
22. Small town atmosphere/friendly people/quiet residential community.	2.8%
23. City is clean.	.8%
24. City is safe.	.8%
25. Services and/or programs are good.	1.6%
26. Nice/quaint downtown.	.4%
27. Civic pride/community involvement.	.4%
28. Responsive City leadership.	1.2%
29. Helpful City Staff.	3.6%

GENERAL PLAN QUESTIONS AND ANSWERS

CITY OF COVINA
PUBLIC FORUMS ON GENERAL PLAN UPDATE

MAY 22 AND JUNE 12, 1989, 7:30 P.M.
JOSLYN SENIOR CITIZENS CENTER
815 N. BARRANCA AVE., COVINA

1. What is the General Plan?

The General Plan is a document that will guide Covina's growth and development over the next 20-25 years. The general Plan, which is adopted by the City Council, covers many topics such as spatial distribution of land uses, major public facilities and widths of future streets.

2. Why is Covina updating its General Plan and what is my role in the process?

Covina's current General Plan was adopted in 1971. We are revising it in recognition of the changes that have occurred in the community and to better guide and regulate future Growth. Citizen participation is an important part of the General Plan update process because the Plan's goals, policies, programs and standards are based on community values and needs. City officials believe that public forums will provide you with good opportunities for being heard.

3. What is the purpose of the public forums and what is expected of me at the meetings?

The purpose of the forums is for you to identify major community issues and areas of concern and to state what changes or improvements you would like to see. We're interested in hearing all views. The more views and opinions you express, the more representative of community sentiment the General Plan will be. So don't be afraid to speak up! We want the meetings to be interesting and stimulating. Whenever possible, we'll assist you in reaching consensuses on the issues that are discussed.

4. What will become of the views that are expressed and what additional participation opportunities will I have?

The City Council will consider your views and opinions, along with those of the City Staff, Planning Commission and other interested citizens, in writing the General Plan's goals, objectives and policies. Because of divergent views compromises will have to be made. The views expressed at the public forums will be listed in the General Plan Background Report. There will be meetings to discuss the report and alternative development scenarios plus City Council and Planning Commission public hearings on the Draft General Plan. The meetings and public hearings will be advertised in the Highlander, at City Hall and at the Covina Library. Feel free to notify staff or sign the mailing list if you would like to be informed of future participation opportunities.

Remember...only with your input can tomorrow's Covina be properly shaped today.

CITY OF COVINA

125 East College Street • Covina, California 91723-2199 • (818) 331-0111

Handout No. 2

QUESTIONS FOR DISCUSSION

COVINA GENERAL PLAN UPDATE PUBLIC FORUMS

MAY 22 AND JUNE 12, 1989, 7:30 P.M.

JOSLYN SENIOR CITIZENS CENTER

815 NORTH BARRANCA AVENUE, COVINA

I. HOUSING

1. How much more housing does the City want or need? Over the last eight (8) years we have provided 1,663 new housing units (approximately 200/year). The Southern California association of Governments with City concurrence has established 976 dwelling units as the City's share of regional housing needed over the next five (5) years. Is this too much, too little, or just enough?

2. What type of new housing do we want or need? Should we encourage single-family detached houses, condominiums/townhouses, apartments, mobilehomes, group quarters or other types of housing? Are the housing types that are sought consistent with Covina's current and future "residential image." Where should new housing be directed? Should we seek to preserve old houses in areas such as the downtown?

3. How much more "affordable" housing and senior citizen housing is needed? Where should it be located? Also, how does the City feel about second units on single-family lots, factory-built housing and density bonus provisions as a means of providing affordable housing?

4. In prioritizing the City's housing programs, which segment deserves the greatest assistance? Which segment is next? Also, what is the most effective way to assist in the repair of substandard units? Should we continue to assist low income homeowners in maintenance expenses? Should we acquire rundown apartments, restore them and convert them to senior citizen use?

II. LAND USE AND COMMUNITY DESIGN

1. How much more non-residential growth does the City want? What type? Where should it be directed? What form or pattern should the growth take? How should projects be developed in terms of standards and design? Are any new public buildings or public facilities needed?

2. Are there any particular types of commercial or industrial developments the City would like to encourage or discourage Citywide and in particular areas such as the downtown? If so, why? (e.g., for reasons pertaining to raising/generating revenue, creating jobs for local residents, providing less services, or what?)

3. What do we want the City to look like in 2010 as a whole and regarding specific areas, including the downtown? Also, what type of future images or identities in Covina would we like to see realized?

4. What is the existing and future role of the downtown? Also, what type of development should the City anticipate in the downtown area along Citrus Avenue, near Second Avenue and by the railroad tracks?

III. CIRCULATION, OPEN SPACE & NOISE

1. Are there specific areas where new, widened or improved streets are needed? Or, are there areas that now have traffic, circulation or related problems? What are the best ways of dealing with parking and circulation problems in the downtown?

2. Are any changes needed in existing City transportation programs (e.g., dial-a-ride) or rapid transit systems (i.e., RTD or Foothill Transit Zone)?

3. Should more parks and recreational facilities such as bike routes be developed? If so, what type, where and how should they be financed? Also, does the City need open space for areas of major scenic, historic or cultural value?

4. Are there any areas, streets or properties in the City that are particularly noisy? What is the best way of dealing with noisy commercial or industrial uses that border on residential properties?

TRANSCRIPT OF CABLE TELEVISION COMMERCIAL FOR COVINA GENERAL PLAN UPDATE PUBLIC FORUMS

A 30-second commercial on the second General Plan Update Public Forum aired on the local public information cable TV channel the week of and week before the June 12, 1989 meeting. In the commercial, different buildings and areas of Covina were shown as an announcer read the following message:

"Attention Covina residents! Do you like the development and changes that have occurred in Covina? Have you ever wanted to tell the City about the type of community you want to live in? Your chance is coming up. Covina is revising the City's General Plan. There will be a public forum in the Joslyn Senior Center on Monday, June 12th at 7:30 p.m., which will allow you to tell the City about what issues you feel are important. If you have any questions, contact the Planning Division at 331-0111."

At the end of the commercial, the following was illustrated on the screen:

City of Covina's
General Plan Meeting
Joslyn Senior Center
815 N. Barranca Avenue
June 12th 7:30 p.m.
Info: 331-0111 ex. 231

San Gabriel Valley Tribune, April 13, 1993

Covina

Public hearing to focus on housing needs

The first in a series of public hearings to consider the city's housing needs will be held 7:30 p.m., today at City Hall, 125 E. College St.

The hearing is expected to focus on those sections of the city's housing plans which cover background information, existing housing stock and condition, community characteristics and trends, household characteristics and analysis of potential housing sites for all income levels.

The housing element is a blueprint for how local governments meet their fair share of the region's affordable housing needs, as determined by the Southern California Association of Governments.

Cities are required to submit housing elements to the state every five years. The last time Covina submitted the document was in 1984.

Covina's future housing needs are estimated at 150 for very low income households, 191 for low income, 173 for moderate income and 462 for upper income.

However, the city's proposal only provides for 385 units — 197 for moderate income households and 188 for upper income.

According to the state housing element law, if the objectives fall below the regional housing needs assessment, then the city must identify sites in which the needed units could be built.

CITY OF

COVINA

PARKS AND RECREATION DEPARTMENT GUIDE

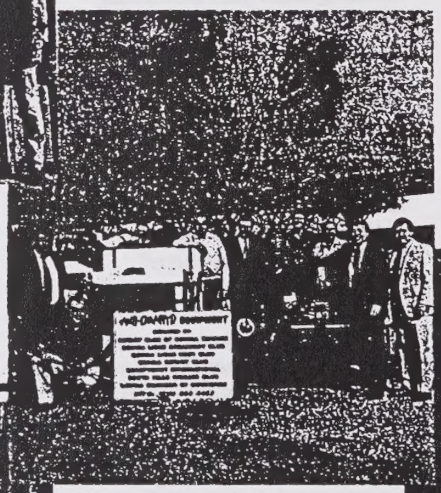
and

CITY VIEW City Newsletter

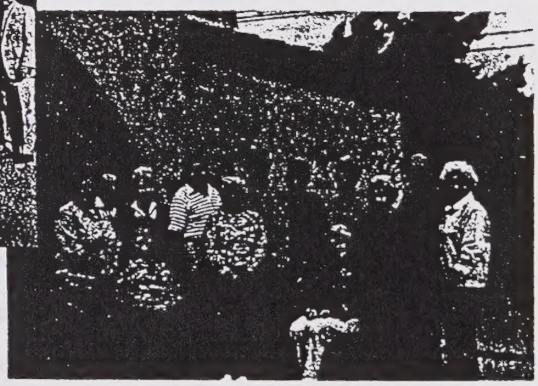
Spring 1993

In Covina Volunteers Make A Difference!

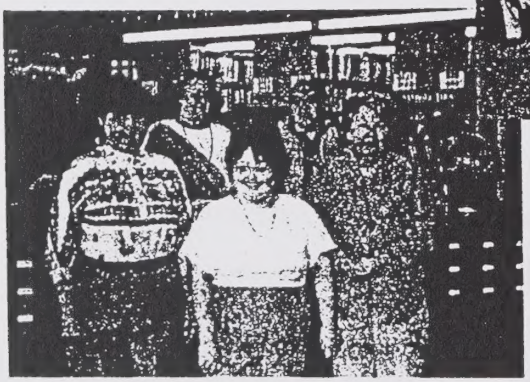
Police



Chamber of Commerce
&
Service Clubs



Parks and Recreation

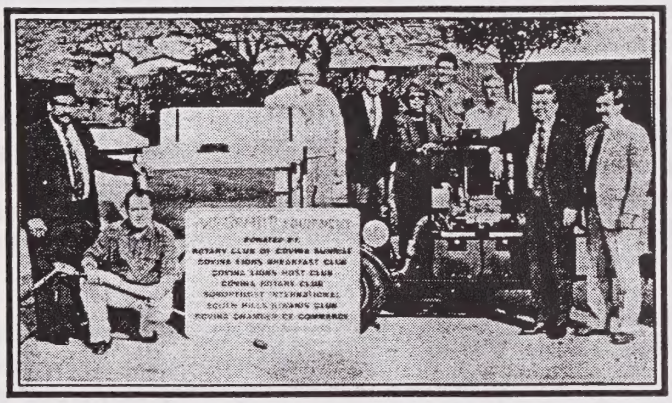


Library

Inside: City View - City Newsletter
Salute to Volunteers
Park Master Planning Begins
Celebrate Covina April 1-4

AP J-2

CITY VIEW



Proudly showing off the new anti-graffiti equipment are (l to r) Dan Alvarez of the Covina Police Dept., Frank Sergi, President-Elect of Covina Rotary and Anti-Graffiti Committee Chair, Tex Williams, President of South Hills Kiwanis, Al Marino, President of the Rotary Club of Covina Sunrise, DD Everson, President of Soroptimist, Dave McGhee, President of Covina Host Lions, Pete Hagen of the Covina Lions Breakfast Club, Bob Mason, Chamber President, and Bob Remy, Chamber Vice-President.

Covina Declares War On Graffiti

With the growing concern over criminal and gang activity, Covina Chamber of Commerce President Frank Sergi called a summit meeting of civic leaders, senior club representatives and local government representatives. Many of those present expressed concern that our community was not prepared to deal with the growing problems. A subcommittee was formed which recommended the creation of a donation fund which would financially support the purchase of a high pressure water/sand blasting unit to remove graffiti from non-painted surfaces.

Covina Rotary, Sunrise, Covina Rotary, Covina Host Lions, Covina Breakfast Lions, Soroptimist International and South Hills Kiwanis, all local service clubs, responded enthusiastically contributing $10,500 to purchase the equipment, which has been delivered and is now in operation. Additionally, The Covina Rotary Club donated $3,000 to begin a program of hiring developmentally disabled persons to supplement the removal effort.

The combined efforts of the Volunteers in Police, who currently paint over graffiti, and the new removal equipment will keep up the fight in the war on graffiti.

Covina To Lose Additional Revenue If Governor's Proposed Budget Enacted

In mid January, Governor Pete Wilson, submitted his proposed 1993-94 budget to the State Legislature. According to state and local sources, the proposal contains a provision whereby Covina will lose property tax revenue. The new proposal, added to what has already been taken away, brings the total loss potential up to $1.4 million in property tax. These funds will be used by the State to balance its own budget. Unfortunately, this balancing act will be at the expense of the City's capability to finance such programs as police, fire, library and recreation services. The State says the cities can offset this loss of revenue by establishing new taxes. We all know how difficult that can be.

In fiscal year 1992-93, the City was faced with a $2.3 million budget deficit. This shortage was created principally by actions taken over a period of several years by State, Federal and County governments. Funds have been taken away, while at the same time responsibility for programs has been shifted to local governments with no provisions made for related expenditures. These accumulated actions account for approximately $2 million. On the State level, this has been a continuing pattern since 1985.

In order to overcome these funding problems, the City has had great difficulty balancing its budget. The City Council has had to take significant and prompt action to assure continuance of essential services. The Governor's proposed State budget could create a City budget deficit of as much as $3.7 million for the 1993-94 fiscal year. These preliminary figures are, hopefully, on the high side, and no doubt subject to major changes. We will keep you informed as information becomes available and report to you in an upcoming newsletter. The 93-94 fiscal year begins July 1, and the City is in the process of developing the budget. The City Council is holding meetings regarding service levels and funding issues. In follow up to concerns expressed at neighborhood meetings, the Council held a special meeting to consider the future of the Trolley Bus service, shifting its current Prop C funding to street maintenance projects which qualify. These and other budget issues will be discussed in the next few months. Please contact Covina City Hall at 858-7212 for meeting schedules.

City Streets

The City of Covina is about to begin a cycle of testing and paving to try to catch up with maintenance of city streets deferred because of lack of funds. The City has contracted with the firm of LaBelle-Marvin, a pavement engineering firm, to perform non-destructive testing and evaluation of the major streets within the City. LaBelle-Marvin has updated a study performed in 1977 to provide recommendations for repair which show the most economical measures necessary to lengthen the pavement life of our streets. The testing was performed by a "Road-Rater" mounted on a trailer pulled by a one and a half ton pickup truck. The trailer stopped in traffic at pre-designated spots and tested the pavement at that spot. You may have seen a pickup truck and trailer with flashing lights and signs, this was the Road-Rater. The data gained by the testing was evaluated against the 1977 data and from the results produced a Pavement Management System (PMS) mandated by state law in Prop 111.

As repairs to City streets are made, the PMS will be updated to keep it current. The study was paid for by the use of voter approved Proposition "C" funds which also mandated the study. No proposition "C" or Proposition 111 funds may be spent on City streets until the City can certify that a PMS is in place.

The study recommended that a combination of Asphalt and paving fabric be used. The fabric is made of polyester and is needle punched to allow passage of liquid asphalt. The combination of the fabric and asphalt has been shown to hold together pavements which are in a very poor condition. Before the street is paved the lanes alongside of concrete gutters and curbs are ground so that the final paving is at the same level as the existing ground. The whole street is sprayed with liquid asphalt, the fabric rolled on and the whole street capped with asphalt. The results of this method is shown on Citrus Avenue from Workman to Badillo which was completed March 1992.

Another paving system recommended by the study is rubberized asphalt. Tests have shown that when hot asphalt is mixed with ground rubber, a superior product is produced which will perform as well as the fabric-asphalt combination. The rubberized asphalt is said to have a longer useful life than asphalt alone. This system has the advantage of being ecologically proper in that it makes use of discarded automobile tires. As with all good things, there is a disadvantage. The rubberized asphalt is more costly, and for that reason contracts are usually bid with rubberized asphalt as an alternative to the fabric-asphalt combination. In this way a more competitive bid may be received.

Water News

"It never rains in California, but boy they don't warn you..." So far, we have had a great rain year, over 21 inches by the middle of January. As plentiful as the rainfall has been, we must all continue to do our best to conserve. We have had several years of drought, and prior to our rains this year, California's reservoirs were at a 100 year low. It will take three to five years of above-average rain/snowfall (approximately 19 inches/year) in order to replenish our water reserves, so your conservation efforts are still needed and appreciated.

Last year congress enacted Federal Legislation requiring testing for copper and lead in drinking water. The environmental Protection Agency (EPA) is spearheading the program and establishing the criteria. We recently mailed letters to all of our customers who met the EPA criteria requesting their assistance as volunteers for this free customer test. We are pleased to say we had many volunteers, so we will be proceeding with testing. We know the water in our system meets all requirements and is safe; we want to ensure the water in <u>your</u> home is just as safe.

Take Part In Planning Covina's Future

Would you like to have a say in the future development of Covina? If so, you will want to take part in the upcoming public hearings for Covina's revised General Plan. Meetings are scheduled to begin April 13 and will be an important component in the Planning Division's efforts to guide future growth. The General Plan is comprised of seven chapters covering land use, circulation, housing, open space, conservation, safety and noise. The April 13 meeting will deal with the housing element and begins at 7:30 p.m. in the City Council Chambers, 125 E. College Street.

If there are additional planning related matters that you would like to bring to the City's attention, or you would like to be placed on the General Plan public hearing mailing list, contact the Planning Division at (818) 858-7231, Monday-Thursday 8:00 a.m. - Noon and 1:00 p.m. - 5:00 p.m.

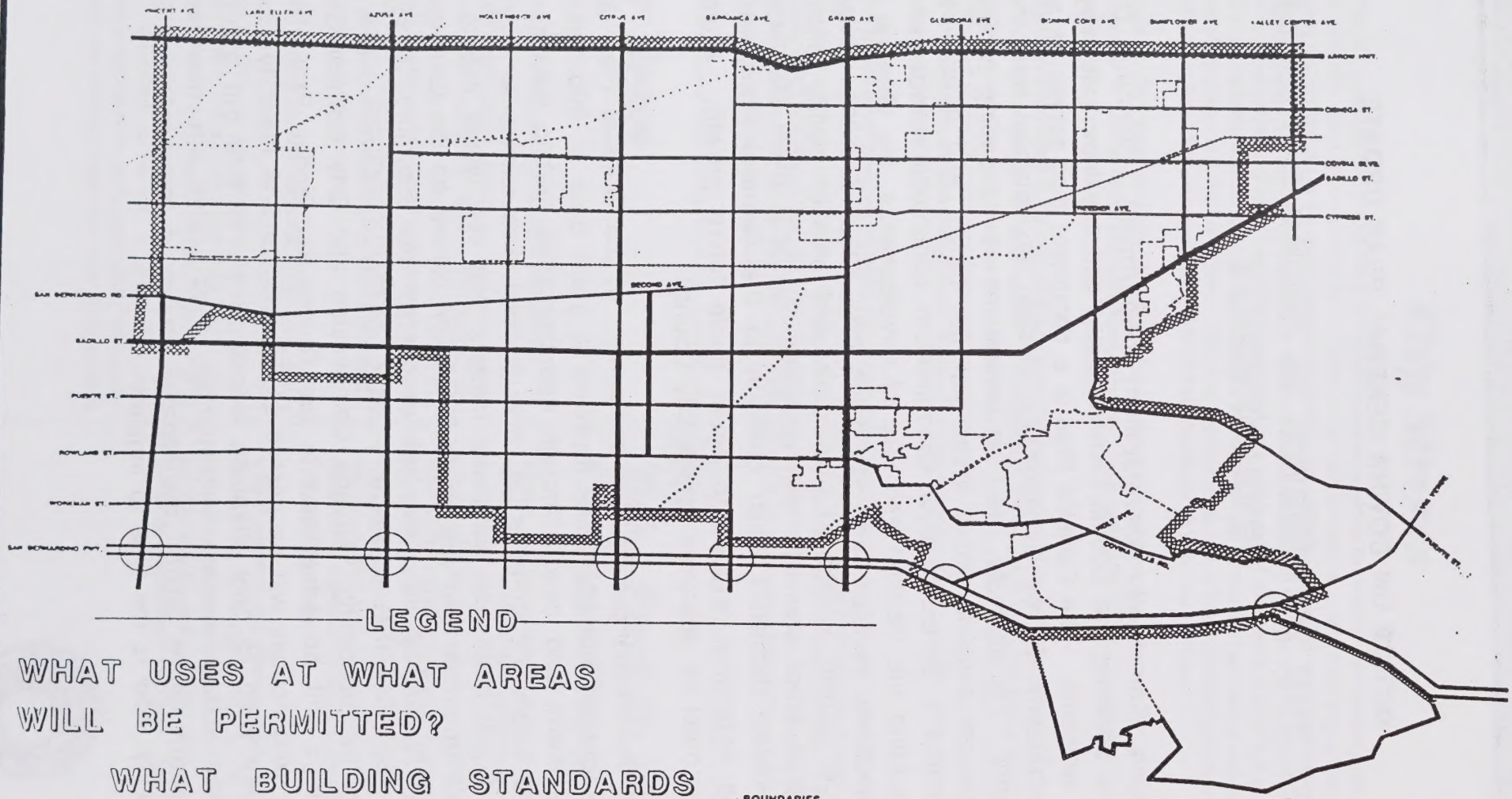
NOTICE ON COVINA GENERAL PLAN UPDATE

ARE YOU INTERESTED IN COVINA'S FUTURE DEVELOPMENT?

The Covina Community Development Department, Planning Division currently is updating the Covina General Plan, and any input you may have would be welcome. The General Plan is a document that serves as a guide and as a blueprint for the community's physical development over the next twenty years. For example, the Plan determines why shopping centers and apartments are built in some areas but not others and determines the reason behind a particular new condominium complex's number of units. Besides guiding the location and size of developments, the General Plan's goals, objectives, policies, and standards also shape building design and appearance, street widths, future park and public facility sites and features, plus other elements that compose Covina's urban structure. All planning-related decisions must conform to the General Plan, which is undergoing extensive revision to better guide future growth. Ultimately, all changes must be approved by the City Council.

As part of the citizen participation component of the General Plan update, the Planning staff already have received a great deal of information on community views and needs through questionnaires, public forums, press releases, a cable TV commercial, and general discussions at City Hall. However, if you have any additional matters that you would like to bring to the City's attention or if you would like to be placed on the General Plan public hearing mailing list, feel free to contact the Planning Division at (818) 858-7231 DURING NORMAL PUBLIC SERVICE HOURS. (For your information, the upcoming Planning Commission and City Council General Plan hearings will be advertised in the Covina-Highlander Press-Courier Newspaper and notices will be posted at City Hall and at the City Library.) Or, you may wish to give Planning a call simply to find out about the General Plan update process. Remember, if you have any questions or concerns about future Covina development or about the quality of life in the community, now is the time to inquire!

COVINA GENERAL PLAN



CITY OF COVINA

NOTICE OF PUBLIC FORUM ON GENERAL PLAN UPDATE

Persons, organizations and groups that are interested in shaping Covina's future physical development are invited to express their views on local planning issues, problems, goals and policies at one of two Public Forums. The Forums, which are being conducted by Covina staff planners, will provide City officials with needed public input that will be considered in writing Covina's new General Plan. The General Plan is a multi-faceted document that establishes a community's long-range (i.e., 15-20 years into future) development patterns and building standards. Covina is now thoroughly revising its General Plan primarily to better guide and regulate future growth. Public views are an important part of the update process. So come on out and let City officials know what you think the Covina of the 21st Century should look like. All views are welcome.

The Forums will be held on Monday, May 22, 1989 at 7:30 P.M. and Monday, June 12, 1989 at 7:30 P.M., in the auditorium of the Joslyn Senior Citizens' Center, 815 North Barranca Avenue, Covina.

Further information may be obtained from the Covina Planning staff at (818) 331-0111, extension 231, between 8:00 A. M. and 12:00 P.M.

CITY OF COVINA

125 East College Street • Covina, California 91723-2199 • (818) 331-0111

April 25, 1989

Ms. Lynn Schnier
Highlander Publications
19331 East Walnut Drive North
City of Industry, Ca. 91748

Subject: Press Release on Public Forums for Covina General Plan Update

Dear Ms. Schnier:

The City of Covina requests that the attached press release be published in the Covina area Press-Courier Highlander in either the May 10 or May 17, 1989 edition. Publishing the press release or including it in an article will be of interest to your readers and facilitate maximum citizen participation at the upcoming public forums.

Thank you for your assistance. If you have any questions about this request or if you are interested in preparing an article on the subject, feel free to contact either myself of Hal Ledford, City Planner, at (818) 331-0111, extension 231. Please let us know if and when the press release is published.

Sincerely,

MICHAEL A. MARQUEZ
Community Development Director

Alan R. Carter

ALAN R. CARTER
Assistant Planner

ARC:mrw

CC: Michael A. Marquez, Community Development Director
Hal B. Ledford, City Planner
Shelby McDade, Assistant Planner

CITY OF COVINA

125 East College Street • Covina, California 91723-2199 • (818) 331-0111

April 25, 1989

Mr. Lee Garber
San Gabriel Valley Daily Tribune
P.O. Box 1259
Covina, Ca. 91722

Subject: Press Release on Public Forums for Covina General Plan Update

Dear Mr. Garber:

The City of Covina requests that the attached press release be published in the Tribune between May 8 and May 19, 1989. Publishing the press release or including it in an article will be of interest to your readers and facilitate maximum citizen participation at the upcoming public forums.

Thank you for your assistance. If you have any questions about this request or if you are interested in preparing an article on the subject, feel free to contact either myself or Hal Ledford, City Planner, at (818) 331-0111, extension 231. Please let us know if and when the press release is published.

Sincerely,

MICHAEL A. MARQUEZ
Community Development Director

Alan R. Carter

ALAN R. CARTER
Assistant Planner

ARC:mrw

CC: Michael A. Marquez, Community Development Director
Hal B. Ledford, City Planner
Shelby McDade, Assistant Planner

PRESS RELEASE ON

COVINA GENERAL PLAN UPDATE PUBLIC FORUMS

Urban planning is the process of making decisions about future physical development. These decisions are usually made by City planners and elected officials based on various data and citizen input. In the General Plan update process, City officials are now deciding what the Covina of 2010 should look like. All cities are required to prepare, implement and periodically revise a General Plan, which serves as a long-term guide for physical development and building standards. The General Plan is comprised of various data, goals, policies, standards and programs, and it covers many aspects of a jurisdiction's development.

Covina planners are revising the City's General Plan to better guide and regulate development over the next twenty years. Should more retail centers be developed? If so, what type and where? How much more residential development is desired? Does Covina need additional parks or drainage facilities? Should future roadways be wider? These are a few of the questions City officials are now addressing. Because citizen participation is an important part of a General Plan update, Covina planners will conduct two Public Forums, where any citizen, group or organization can come and express their views on future growth and revitalization. All interested persons are encouraged to attend. Only with good citizen participation can the Covina of tomorrow be properly shaped today.

The Public Forums will be held on Monday, May 22, 1989 at 7:30 P.M. and Monday, June 12, 1989 at 7:30 P.M., in the auditorium of the Joslyn Senior Citizens' Center, 815 North Barranca Avenue, Covina.

Additional information may be obtained from the Covina Planning staff at (818) 331-0111, extension 231, between 8:00 A. M. and 12:00 P.M.

CITY OF COVINA

INTER OFFICE MEMORANDUM

TO: H.C.D.A. ADVISORY COMMITTEE

FROM: CITY PLANNER

DATE: MAY 3, 1989

SUBJECT: UPDATE OF THE COVINA GENERAL PLAN HOUSING ELEMENT

The City is undertaking a comprehensive update of the Covina General Plan. The General Plan serves as the "constitution" for local development. It will guide development over the next 15 - 20 years. The plan contains chapters called elements which address land use, circulation, housing, seismic safety, and other major areas of community interest. We would like to ask the H.C.D.A. Advisory Committee a number of questions concerning housing issues. Your responses will be used to help us develop prospective goals, policies and objectives for housing the community. These will ultimately be presented to the City Council for final consideration.

For your meeting in May we hope that the attached list of questions will stimulate an open discussion and the presentation of a variety of ideas. Staff will then prepare a written summary of the discussion. Next month we anticipate your review of the summary and final refinement of your recommendations.

Hal B. Ledford
City Planner

HL:jr

CC: Mike Marquez, Community Development Director
Clyde Hasemeyer, H.C.D.A. Coordinator

Attachment

H.C.D.A. ADVISORY COMMITTEE

COVINA GENERAL PLAN UPDATE QUESTIONS

MAY 10, 1989

1. How much more housing does the City want or need? Over the last eight (8) years we have provided 1,663 new housing units (approximately 200/year). The Southern California Association of Governments with City concurrence has established 976 dwelling units as the City's share of regional housing needed over the next five (5) years. Is this too much, too little, or just enough?

2. What type of housing should we encourage? Should we encourage single family residences, condominiums, apartments, mobilehomes, group quarters, or other types of housing?

3. Where should new housing be directed? Do we want to encourage replacement of older homes with apartments in the downtown area? Do we want apartments on vacant sites on major streets?

4. Given the City's financial situation and need for revenues, how do we balance the desire for commercial development with the need for housing?

5. What is the City's current "residential image" and what type of future image does the City want to project in terms of its housing? Is there any particular residential character sought for the downtown?

6. How much more "affordable" housing and senior citizen housing is needed? Where should it be located? Also, how does the City feel about second units on single-family lots, factory-built housing and density bonus provisions as a means of providing affordable housing?

7. What is the best way to deal with incoming poor households (and perhaps the homeless) who seek housing in Covina?

8. Should the City enact rent control for mobilehome parks or apartments as a means of keeping housing affordable? Should we limit the conversion of existing mobilehome parks to other uses?

9. Should the City reduce development requirements in exchange for the provision of affordable housing? For example, we could allow greater density and smaller unit sizes in exchange for affordable housing.

10. The Covina Redevelopment Agency will have some funds to encourage affordable housing. How should they be spent? Should funds be directed toward new construction or maintenance of existing housing? Should the City purchase and develop housing or assist the private sector with subsidies?

11. In prioritizing our housing programs, which segment deserves the greatest assistance? Which segment is next?

12. What is the most effective way to assist in the repair of substandard units? Should we continue to assist low income homeowners in maintenance expenses? Should we acquire rundown apartments, restore them and convert them to senior citizen use?

EXHIBITS HAVE BEEN OMITTED HERE
(BECAUSE OF THE FOCUS OF THIS APPENDIX).

CITY OF COVINA

INTER-OFFICE MEMORANDUM

March 3, 1989

TO: MEMBERS OF THE HOUSING SUBCOMMITTEE (COUNCILMEN MORGAN AND COFFEY, AND COMMISSIONERS ROGERS AND PITMAN)

FROM: ALAN CARTER, ASSISTANT PLANNER

SUBJECT: FIRST SUBCOMMITTEE MEETING

A meeting of the Subcommittee has been scheduled for March 9, 1989 at 7:30 P.M. in the Council Chamber.

The focus of the meeting will be the attached thirteen questions. Subcommittee members should attempt to answer as many questions as possible and focus only on the issues at hand. Also, each questions should be approached from a conceptual, rather than site-specific standpoint. (A few exceptions to this rule may be made.) Therefore, detailed land use and road maps have not been provided. Because site-specific land use and street studies will be necessary in subsequent General Plan activities, however, the Subcommittee should discuss how this material could most clearly be presented. (Staff has suggestions on presenting land use and circulation data.)

Subcommittee members should bring the recently distributed Covina Zoning Map to the meeting. For your convenience the current General Plan Land Use Map is enclosed.

COVINA GENERAL PLAN UPDATE COMMITTEE
SUBCOMMITTEE ON HOUSING

The subcommittee should discuss and answer the following questions:

1. How much more housing does City want? (Or, what rate of housing growth should we provide? Less than before, about the same or more?) What type? Where? Who should it serve? When should it be built?

2. What should the City do about the proliferation of apartments, condominiums and townhouses, especially in the downtown? Should one type be promoted over the others? Are there certain areas that are more appropriate for any or all of the above three types of complexes?

3. Several areas near the downtown are zoned for multiple family use but are still overwhelmingly single family residential. Should these areas remain RD or be changed and rezoned to R-1? Examples are Fourth and Fifth Avenues and Valencia Place north of San Bernardino Road, College and Italia Streets east of the downtown and Puente Street east of Citrus Avenue. Options include ordinary R-1 zone, high density that encourages replacement of older houses with apartments or low/medium zoning that only allows one or two additional units to be constructed behind the main house.

4. Portions of the downtown, including Center and Dexter Streets, and parts of Puente and School Streets, are zoned RD-1250 and RD-1500. This permits a density of 30-35 units per acre. The highest density approved for new zoning in the last 3-4 years has been 20 units per acre. The better projects have all been under 20 units per acre. Should these areas be reduced in density? This would necessitate a scaling back of the General Plan and a reduction in zoning.

5. The General Plan shows approximately 160 acres of property for medium density residential use along the former Huntington Beach Freeway corridor. This property is developed and zoned R-1. Should this property be changed to low density residential? Approximately 170 acres of property are similarly designated and zoned in clusters of at least 10 acres scattered elsewhere through the community. How should they be treated?

6. The General Plan currently has three residential classifications, Low density (1-6 units/acre), Medium density (7-20 units/acre) and High density (21-40 units/acre). Should these categories be reduced as recently occurred in Baldwin Park? Should they be more finely tuned? For example, should a low-medium (6-12 units/acre) classification added for condominiums and small lot projects.

7. What is the City's current "residential image" and what type of future image does City want to project in terms of its housing? Is there any particular residential character sought for the downtown?

8. How much more "affordable" housing and senior citizen housing is needed? Where should it be located? How is it to be provided? What type should it be? Also, how does City feel about second units on single-family lots, factory-built housing and density bonus provisions as a means of providing affordable housing?

9. What is the best way to deal with incoming poor households (and perhaps the homeless) who seek housing in Covina?

10. Should the City devote more CRA monies to low and moderate income housing?

11. What strategy should the City follow?

    A. Preserve and seek to rehabilitate older housing, especially buildings deemed suitable for low- and moderate income persons.

    B. Encourage or allow for the rebuilding of older structures with new, modern housing complexes.

12. What is the most effective method of assisting in the repair of substandard housing units?

13. The City has many 100' x 300' residential lots dating from the 40's and 50's. Should development of these lots be encouraged with condominiums? Alternatively, should we permit 3-4 dwelling units (very low density) where the overall density matches surrounding levels?

CITY OF COVINA

INTER-OFFICE MEMORANDUM

April 7, 1989

TO: DEPARTMENT AND DIVISION HEADS

FROM: ALAN CARTER, ASSISTANT PLANNER

SUBJECT: LISTING OF INFORMATION PLANNING NEEDS FOR GENERAL PLAN UPDATE

Pursuant to the Community Development Director's memorandum dated February 23, 1989 (see attached copy), the following correspondence discusses what information the Planning Division needs from you in order to update the Covina General Plan. The requested data is organized in a question and answer format on page 3. As mentioned in the previous memorandum, the staff needs this information to develop an adequate data base and to create viable City planning goals, policies and programs. Your cooperation is greatly needed.

Either myself or another planner will meet with you within the following four weeks to clarify some of the questions and to collect as much information as possible. Data that cannot be furnished at the meeting can, or course, be sent to Planning at a later date. I recommend looking over the questions before the meeting. You may wish to start answering some of the questions in advance in order to speed up the process.

You will receive a call within a few days from a Planning staff member who will arrange the necessary meeting.

Again, your cooperation in this matter would be most appreciated. If you have any questions, please contact me at extension 231.

Sincerely,

Alan R. Carter

ALAN R. CARTER
Assistant Planner

ARC:mrw

CC: Administration
Building
Community Resources
Covina Redevelopment Agency
Finance
Fire
H.C.D.A.
Police
Public Works
Transportation and Code Enforcement Officer
Chamber of Commerce
Historical Society

Michael A. Marquez, Community Development Director
Hal B. Ledford, City Planner

CITY OF COVINA

INTER-OFFICE MEMORANDUM

February 23, 1989

TO: DEPARTMENT AND DIVISION HEADS

FROM; MIKE MARQUEZ, COMMUNITY DEVELOPMENT DIRECTOR

SUBJECT: UPCOMING MEETINGS WITH PLANNING STAFF TO DISCUSS INFORMATION NEEDED FOR GENERAL PLAN UPDATE

The purpose of this memorandum is to inform you that in the coming weeks you will receive a call from a member of the Planning Division who will request to meet with you or your designee to collect data and ask questions pertaining to the General Plan update. The contents and scope of the information that Planning needs will be discussed in individual follow-up memos. Staff is currently at the data collection and analysis stage of the General Plan revision process, and some of the needed facts and figures are not readily accessible.

Your cooperation with the Planning Division would be most appreciated. The foundation of a legally adequate and useful General Plan is complete, valid and up-to-date information. Without such information, the document would be legally deficient, thus exposing the City and any developments within our boundaries to potential litigation. Your assistance in this endeavor, therefore, is essential. It appears to be in your best interest to respond because the revised General Plan will attempt to address and remedy a variety of physical, economic and social concerns that directly or indirectly impact your department/division over the next 10-20 years.

If you have any questions about this memorandum, feel free to contact me at extension 215.

CC: Administration
Building
Community Resources
C.R.A.
Finance
Fire
H.C.D.A.
Police
Public Works
Engineering
Field Operations

INFORMATION AND ITEMS NEEDED FROM ADMINISTRATION DEPARTMENT

1. City Budget for fiscal year '88/'89.

2. City organizational chart and number of employees in each Department/ Division (if not specified in Budget).

3. Availability of any public surplus land that could be used for housing.

4. Information on City Emergency Preparedness Plan, if available.

5. Administration's view on where City is headed from a fiscal standpoint.

6. Should the City more actively encourage unincorporated territories to be incorporated into the City?

7. Do you have any thoughts on what are the most cost effective ways to provide services and capital facilities needed by new developments?

8. Feelings about past, current and future planning and development activities, including areas you believe Planning needs to pay close attention to during the update process.

9. Discussion of what you believe are existing major commitments (or "givens") and policy constraints relating to planning, development and land use matters.

10. Any other available pertinent information.

INFORMATION AND ITEMS NEEDED FROM BUILDING DIVISION

1. Inventory of or information on "problem areas" in terms of:

   a. Hazardous or substandard structures that may be subject to collapse or destruction. (What should City do about them?)

   b. Geologic hazards, including but not limited to soil or cliff erosion, slope instability, subsidence, liquification or ground failure.

   c. Fire hazards.

   d. Flooding.

   e. Any known existing or abandoned hazardous waste sites.

   For each item, the area and type and magnitude of the problem should be defined.

2. Information, if available, on public utilities such as the location of major gas pipelines and electric and telephone transmission lines/corridors.

3. Summary of major Building procedures and policies regarding building inspections and permit issuance.

4. Listing of any special building programs.

5. Explanation of where building and demolition permit information can be found and how it can be interpreted in terms of number, building types, trends, etc.

6. Overview of what you believe are existing commitments (or "givens") and policy constraints relating to building, planning, developments and/or land use matters.

7. Feelings about City's past, current and future planning and development activities, including areas you believe Planning needs to pay close attention to during the General Plan update process.

8. Any other available pertinent information.

INFORMATION AND ITEMS NEEDED FROM COMMUNITY RESOURCES DEPARTMENT

1. Information on existing public and private parks, public open space and recreational facilities.

   a. Name, type, location, size and amenities of each facility, including joint park/school sites.

   b. Condition of each facility.

   c. Population served for each park and overall park system.

   d. Assessment of future park/recreation needs.

   e. Identification of public access points to special open space facilities or water bodies (e.g., Walnut Creek).

2. Local, county, state and federal plans and proposals for construction and/or improvement of public parks and recreational facilities.

3. Analysis as to what can be done to resolve the City's current park/open space deficiency. (Should more parks be developed? If so, what type? How many more? What areas are suitable for park and recreation purposes? How should they be financed? Should City follow the Quimby Act?)

4. Inventory of any recreation trails (e.g. horse, biking and pedestrian) in City.

   a. Type, location and amount of usage.

   b. Population served and assessment of current needs.

   c. Listing of any trails, by type and location, proposed by and/or developed under the California Recreational Trails Plan of 1978.

5. Copies of the following documents:

   a. California Recreational Trails Plan of 1978.

   b. 1988 Update of California General Recreation Plan.

   c. California Department of Parks and Recreation Survey of Recreation Facilities, Programs, etc. (from 1986 or '87) for California cities.

6. Identification of areas of outstanding scenic beauty, if known.

7. Listing of general types of existing and needed recreation and human service programs and cultural resources (e.g., museums and senior citizen and youth centers) the Department offers.

8. Analysis of how the City's soon-to-be library service deficiency can be resolved. (Should the library be expanded?) Discuss existing and needed services the library provides.

9. Feelings about City's past, current and future planning and development activities, including areas you believe Planning needs to pay close attention to during the General Plan update process.

10. Overview of what you believe are existing commitments (or "givens") and policy constraints relating to parks and recreation, planning, development and land use matters.

11. Any other available pertinent information.

INFORMATION AND ITEMS NEEDED FROM COVINA REDEVELOPMENT AGENCY

1. Current project area plans and verification of boundaries.

2. Overall "Redevelopment Plan" and map plus general CRA policies and strategies.

3. General information on existing and future positions to be taken on residential, commercial and industrial developments.

4. How is the Agency now applying its money to be used for low and moderate income housing? Should more money be spent for this purpose? Also, is there any public surplus or vacant land available for housing?

5. Feelings about City's past, current and future planning and development activities, including areas you believe Planning needs to pay close attention to during the General Plan update process.

6. Overview of what you believe are existing commitments (or "givens") and policy constraints relating to redevelopment, planning, development and land use matters.

7. Any other available pertinent information.

INFORMATION AND ITEMS NEEDED FROM ENGINEERING DIVISION

1. Copy of current and proposed Capital Improvement Programs, including brief summary of current major projects.

2. Copy of any reports/documents on the condition of the City's streets. Also, a brief assessment of the current state of City roads and major capital facilities. Have existing County Flood Control and Sewer Plans been amended?

3. Identification of any "problem areas" in terms of inadequate street designs and improvements, water mains, sewers, and/or drainage facilities. Is flooding a problem in any areas?

4. Will any local, county, regional or state plans effect Covina streets or Capital Improvements in the future? Regarding Azusa Avenue, what type of maintenance and site plan review authority does Cal Trans have?

5. General information on:

   a. City Parking District No. 1, including how well it is functioning and whether there are any plans for expansion.

   b. Economic structure of existing and proposed lighting, landscaping and other assessment districts.

   c. Street cleaning and repair/maintenance, tree trimming and street tree plans. What are the key policies, programs and priorities?

   d. Major utility lines and corridors, if available.

   e. Any bike, horse or pedestrian trails.

   f. Federal and State street classification systems.

   g. National Flood Insurance Program and any pertinent documents pertaining to the Federal Emergency Management Agency (FEMA).

6. Overview of what you believe are existing commitments (or "givens") and policy constraints relating to engineering, planning and development.

7. Feelings about City's past, current and future planning and development activities, including matters you feel Planning needs to pay close attention to during the General Plan update process.

8. Any other available pertinent information.

INFORMATION NEEDED FROM FINANCE DEPARTMENT

1. Key economic and employment characteristics and trends:

   a. General condition of local economy now and in near future.

   b. Top retail sales tax generators.

   c. Existing and projected taxable retail sales, including retail sales for overall City, different areas, and per capita.

   d. Other information.

2. General information on economic and functional state of major City services (e.g. water, refuse, public safety).

3. Pertinent trends in revenues and expenditures.

4. Future role of user fees, assessment districts, etc. in meeting fiscal needs.

5. Fiscal issues in planning for growth/change:

   a. The amount of expenditures and number and type of services that are needed per 1,000 population or 50 jobs increase, if available.

   b. Any information on how future development impacts property and sales tax conditions and projections.

   c. The City's ability to finance future capital improvements (i.e., water, sewer and wastewater systems and street widening projects).

6. Feelings about the City's past, current and future planning and development activities, including areas you believe Planning needs to pay close attention to during the General Plan update process.

7. Overview of what you believe are existing commitments (or "givens") and policy constraints relating to finance, planning, development and land use matters.

8. Any other available pertinent information.

INFORMATION NEEDED FROM COVINA FIRE DEPARTMENT

1. Identification and classification of rural areas where fire hazards appear greatest (based on, among other things, fuel loading/vegetation, slopes and weather). Plus:

   a. Historical data on rural fires.

   b. Identification of development facilities and people in and near hazardous areas.

   c. Evaluation of the adequacy of access to hazardous areas (e.g., fire roads).

2. Identification and classification of urban areas where fire hazards appear greatest (based on, among other things, the age, condition, size, occupancy and use of structures, spacing between them, and adequacy of access. Plus:

   a. Historical data on urban fires.

   b. Identification of people in and near hazardous areas.

3. For all parts of City, total Fire Department service area, response times and water availability, adequacy of equipment and vehicles, personnel and fire fighters per 1,000 population. Is the fire fighter per population ratio sufficient? (If not, what can be done to resolve the deficiency?)

4. Total number of fire stations in Covina, including locations and plans for expansion.

5. Identification of the most hazardous or unsafe types of building materials.

6. Identification of any known hazardous waste sites.

7. Identification of any areas known for flooding or geologic problems.

8. Information on and assessment of existing emergency preparedness and evacuation plans to deal with the identified hazards.

9. Information on any special service agreements with County or other cities.

10. Listing of any special fire prevention programs.

11. Overview of what you believe are existing commitments and policy constraints relating to fire protection, planning and development.

12. Feelings about City's past, current and future planning and development activities, including matters you feel Planning needs to pay close attention to during the General Plan update process.

13. Any other available pertinent information.

INFORMATION NEEDED FROM HOUSING AND COMMUNITY DEVELOPMENT DIVISION

1. Compilation of all local, state and federal housing programs currently offered by the City:

   a. Number of people being assisted and program prerequisites and guidelines.

   b. Number and location of complexes and units that participate in housing programs.

   c. Funding trends and future prospects for programs.

   d. Which housing programs have been most successful? Why?

   e. Los Angeles County housing programs that serve Covina unincorporated islands and territories.

2. Information on housing organizations City deals with (e.g., County Housing Authority and Fair Housing Council.

   a. Name and type of assistance provided.

   b. Is the assistance useful? Why?

3. Copy of Covina Housing Assistance Plan with brief explanation of key parts.

4. Analysis of City's compliance with 1983 SCAG RHAM.

5. Does City have enough "affordable" housing for low and moderate income persons and/or senior citizens? If no, how much more is needed? What type should it be? Where should it be located? How is it to be provided? Also, should more CRA money be devoted to low and moderate income housing.

6. What are the most effective strategies/programs for dealing with Covina's housing stock, especially in light of the fact that there probably will be an increasing number of deteriorating structures?

7. Information on the following:

   a. Vacant or underutilized land or government surplus property that could be used for housing.

   b. Market conditions, housing costs, rents, mortgages and vacancy rates.

   c. Existing and future special housing needs, areas with overcrowding and level of payment compared to ability to pay or the estimated number of people in City earning under 80% of the county median income who pay 30% of their income in housing.

8. Discussion of pertinent HCDA housing policies, strategies and/or priorities.

9. Overview of what you believe are existing commitments and policy constraints relating to housing, planning and development.

10. Feelings about City's past, current and future planning and development activities, including matters you feel the Planning Division needs to pay close attention to during the General Plan update process.

11. Any other available pertinent information.

INFORMATION NEEDED FROM POLICE DEPARTMENT

1. Identification of "high crime areas", if known.

2. Information on the total Police Department service area, response times, adequacy of police facility, personnel (including the number of sworn officers and reserves) and officers per 1,000 population. Is the officer per population ratio sufficient? If not, what could be done to resolve the deficiency?

3. Additional information on:

   a. Animal control services and programs.

   b. Crime prevention and neighborhood watch programs.

   c. Patrolling practices on Azusa. (Does City or Highway Patrol have jurisdiction?)

   d. Any special service agreements with County or nearby cities.

   e. Areas with relatively high number of auto accidents.

   f. Any expansion plans for Police Station.

4. Identification of areas where many noise or other complaints are received.

5. Are there any large private security services in the City?

6. Overview of what you believe are existing commitments and policy constraints relating to police protection, planning and development.

7. Feelings about City's past, current and future planning and development activities, including matters you feel the Planning Division needs to pay close attention to during the General Plan update process.

8. Any other available pertinent information.

INFORMATION NEEDED FROM TRANSPORTATION AND CODE ENFORCEMENT OFFICIAL

1. Information on private transit or paratransit (e.g., jitneys, dial-a-ride, taxi-service, buses, vans.).
   a. Identification of sponsoring organizations, routes and services.
   b. Trends in use and current and future needs served.
   c. Adequacy of existing routes, services and facilities and the need for expansion/improvement of services.
   d. Plans for future expansion.
2. Information on car pooling, van pooling and TDM programs, if available.
3. General information on RTD, Foothill Transit and any other public transit services, such as routes, services, facilities, users, etc.
4. Copy of current code enforcement "summary report."
5. Brief evaluation of current code enforcemnt program and discussion of future new ordinances and activities.
6. Overview of what you believe are existing commitments and policy constraints (or "givens") relating to transportation, code enforcement, planning and development.
7. Feelings about City's past, current and future planning and development activities, including matters you feel the Planning Division needs to pay close attention to during the General Plan update process.
8. Any other available pertinent information.

INFORMATION NEEDED FROM CHAMBER OF COMMERCE

1. Listing of current top 25 employers and major financial institutions.

2. Key City business and employment/labor force characteristics and trends.

3. Market factors and trends affecting demand for commercial and industrial development.

4. Your general views on growth, development and revitalization, including an assessment of the business community's needs.

5. Your feelings about Covina's past, current and future planning and development activities, including areas you believe Planning needs to pay more attention to during the General Plan update process.

6. Any other available pertinent information.

INFORMATION NEEDED FROM HISTORICAL SOCIETY

1. Listing of historically significant buildings and structures.
2. Identification of historically significant parts of the City.
3. Listing of scenic streets or places that are worthy of protection.
4. General policies, guidelines and procedures on preservation activities.
5. Listing of structures, which are currently not designated historically significant, that you feel should receive special designation.
6. Any other available pertinent information.

CITY OF COVINA

INTER-OFFICE MEMORANDUM

April 22, 1992

TO: Clyde Hasemeyer, Housing Program Coordinator

VIA: Hal Ledford, City Planner

a.c.

FROM: Alan Carter, Associate Planner

SUBJECT: INFORMATION REQUESTED FOR HOUSING ELEMENT

Hello, Clyde. As we mentioned to you recently, we are writing the General Plan Housing Element and would like to get from you various housing-related items and information. The information and items are needed to update and complete Planning's housing data base. When you have gathered the material or obtained the requested information, please contact Alan to arrange for a meeting. We thank you for your assistance in this matter.

The needed information and items are:

1. Regarding CRA's Rent Subsidy Program

a. Is the City's eligibility policy still to provide rental assistance to the disabled and to anyone, regardless of age, that is considered a very low income household, but to give priority to very low income seniors?

b. Have there been any changes in the Program since the Agency's 11-19-91 determination to take $50,000 from Multiple-family Rehabilitation and put into Rent Subsidy? (Or, will the Agency spend $350,000 this fiscal year subsidizing 86 very low income households at Village Green, as proposed?)

c. Of the 28 non-Village Green units or households being subsidized under the Program, generally what types of households are involved (i.e., very low income seniors, very low and low income large families, or what?) and generally where do they reside?

d. Pertaining to Village Green, we would like general information on the financial mechanics of the lease agreement the Agency has with Lewis/McIntyre.

2. Regarding the Agency's Rehabilitation Program

a. For the current fiscal year, how many loans/grants will be given out?

b. Is it possible to break down "a" according to household income category (i.e., percent very low and low) and application type (i.e., number of reroofs, fence repairs, etc.)?

c. We would like a copy of a Rehabilitation informational handout or any other item that provides general information about the Program.

d. How, if at all, is the Agency currently spending the $71,350 allocated for multiple-family rehabilitation? Also, what strategies or target areas/complexes, if any, are being considered?

3. Regarding the Shadow Hills Apartment Complex

According to the State Department of Housing and Community Development, 44 of the 216 units have "use restrictions." What type of restrictions are involved, and are the restrictions subject to termination within the next ten years?

4. Does Redevelopment have an "Expenditure Plan," which, according to our research, is the required blueprint for showing how the 20% set-aside will be spent within 5 years from the end of the fiscal year that excess surplus funds began to accumulate. Also, by the end of what fiscal year must the 20% set-aside be spent?

5. Does Redevelopment have a " Compliance Plan" (required pursuant to AB 315, see Exhibit A)? If so, what is its status?

6. Regarding the CHAS

a. May we borrow the City's copy of the final/adopted CHAS document and get a copy of the CHAS Questionnaire you completed last June (see Exhibit B)?

b. Has the CRA taken an official position or made any noteworthy comments about the CHAS?

7. Regarding Covina's Special Housing Needs

It is our understanding that the following segments are the most needy in terms of rental assistance: lower income seniors; lower income families, particularly large families; and female-headed households. Any comments?

8. Miscellaneous Information Needed

a. Total number of houses rehabilitated (i.e., that participated in the CDBG-funded and/or CRA programs) from 7/83 to 6/88 and from 7/89 to 6/92. How many houses would you say will be rehabilitated from 7/92 through 6/94?

b. Total number of households, by income category, if available, provided with Section 8 and/or CRA rental assistance from 7/83 to 6/88 and from 7/89 to 6/92. Approximately how many additional households do you believe will be provided with CRA assistance from 7/92 through 6/94?

c. Copies of the following:

1) 1991 Housing Authority Section 8 Tenant Directory (Exhibit C).

2) 1991 Section 8 Income Limits (Exhibit D).

3) Revised lower income census tract map, if available (Exhibit E).

CC: Michael A. Marquez, Community Development Director

Other changes enacted in AB 315 include:

- Redevelopment agencies are authorized to set aside more than 20 percent in one project to make up for setting aside less than 20 percent in another operated by the same agency, so long as 20 percent of the agency's total tax increments are set aside for low- and moderate-income housing. Existing law already allows an agency to set aside more than 20 percent of its overall total tax increments for housing.

- Each agency must adopt by January 1, 1993 a plan for each project area to ensure compliance, within ten years, with criteria in Health and Safety Code Section 33413 regarding the affordability mix of housing to be assisted. The new amendments contain specific requirements to be addressed in the plans, including the number of units to be produced during a five year period, and actions to be taken in the event the agency either exceeds or falls short of the planned objectives within the ten year period. Adopted plans shall be reviewed and amended if necessary every five years in conjunction with the housing element cycle for the locality. We recommend that these plans be incorporated into the housing element, which is already required to include information on the planned uses of the local redevelopment agency's housing set-aside funds (Government Code Section 65583(c).

AB 1785 requires that redevelopment agencies report all non-setaside funds used to assist projects, including affordable housing, which also receive funds from the federal HOME or HOPE programs. This information should be included in agencies' annual activity reports to their legislative bodies and to the state, prepared pursuant to Section 33080.1 of the Government Code. HCD will provide for reporting this information in its annual questionnaires to agencies regarding their housing activities.

Article XXXIV Legislation

AB 1928: Existing law exempts certain kinds of housing projects from the requirement of Article XXXIV of the State Constitution that a public body (including a city or county acting through a redevelopment agency) obtain voter approval to develop, construct, or acquire any "low-rent housing project." The existing exemption includes rehabilitation or replacement of a previously existing low-rent housing project. This bill adds that a project previously or currently occupied by lower income households is also exempted.

EXHIBIT A

CHAS QUESTIONNAIRE
Due June 21, 1991

City_____ Contact Person_____

Phone Number_____

Please provide answers to the following questions that have been developed to respond to different CHAS components. Definitions are provided at the end of the questionnaire.

MARKET CHARACTERISTICS - Answers to some of these questions may be found in your City's most recent Housing Element of the General Plan.

1) Please provide the total number of housing units in the City and of the total, the number that are rentals, owner occupied and vacant.

* Total units 15,988
* Rental units 6,074
* Owner units 9,914
* Vacant units 592

2) Special needs housing - Please provide information on the number of units in the City for special needs groups such as elderly and physically/mentally disabled.

* Senior housing units_____
* Disabled housing units_____
* Other (see definitions for examples)_____

3) Public Housing - Please indicate the number of publicly owned housing units in the City if applicable.

4) Rehabilitation needs - Please estimate the number of housing rehabilitations completed by family type since 9/30/90.

* Elderly_____
* Large family (five or more)_____
* Small family _____
* Total rehabs_____

EXHIBIT B

ACTIVE CONTRACTS/CITY CODE: 1011

IT-NO ORG TENANT NAME I-NO PAYEE-NO OWNER-NAME	UNIT ADDRESS	BR CERTNO MOVE-IN CONT-INT EFF-DATE CONT-EXP PHONE-NO	RENT	HPMT	TPMT
I-0221 01 COOKE, MARY 00179-00 LOUISE KILLGORE	349 E BADILLO ST COVINA CA 91723	E1 000591 06/01/76 06/01/76 06/01/90 05/31/91 967-9761	314	180	134
-0628 01 BEFANO, JOSEPH 00474-00 THEO WELLER	270 ORLANDO WY #4 COVINA CA 91723	E1 000459 08/16/76 08/16/76 09/01/89 08/31/91 966-6588	459	200	259
-1445 01 NICHOLSON, DOLORES 00964-00 CIENEGA GARDENS	1960 E CIENEGA #105 COVINA CA 91724	E1 003389 12/01/76 12/01/76 03/01/90 12/31/90 966-0936	242	83	159
-1490 01 SERBER, LILLIAN 00964-00 CIENEGA GARDENS	1916 E CIENEGA #110 COVINA CA 91724	E1 003154 01/01/77 01/01/77 05/01/90 12/31/90 332-3760	222	55	167
-2106 01 CLARRISSIMEAUX, THELMA 00325-00 RICHARD P PALMER	280 ORLANDO WY COVINA CA 91723	E1 003927 04/01/77 04/01/77 06/01/90 05/31/91 (818) 339-6866	519	363	156
-3117 01 GAMBLE, JAMES 15994-00 WILLIAM KAGY	168 W CENTER ST COVINA CA 91723	E1 017826 10/12/88 10/12/88 11/01/89 10/31/90	514	366	148
3424 01 BALDWIN, MARIE 00964-00 CIENEGA GARDENS	1916 CIENEGA AV #101 COVINA CA 91724	E1 033616 05/01/80 05/01/80 05/01/90 04/30/91 (818) 339-4150	222	54	168
3426 01 YOUNG, ANN 00964-00 CIENEGA GARDENS	1938 E CIENEGA #105 COVINA CA 91724	E1 033615 05/01/80 05/01/80 06/01/90 04/30/91 962-8727	222	41	181
3431 01 DE NICOLA, CABERIA 00964-00 CIENEGA GARDENS	1972 E TUDOR ST #205 COVINA CA 91724	E1 033628 05/01/80 05/01/80 07/01/90 04/30/91 967-3470	222	99	123
3433 01 SLIWINSKI, ANNA 00964-00 CIENEGA GARDENS	1206 LYMAN #106 COVINA CA 91724	E1 033625 05/01/80 05/01/80 05/01/89 04/30/90	222	61	161
3477 01 WEINSTEIN, BLANCHE 02712-00 COVINA WEST APTS	933 W CAMERON #101 WEST COVINA CA 91790	E1 033582 05/01/80 05/01/80 05/01/90 04/30/91	265	128	137
3604 01 DINARDI, MARIA ? 06007-01 HELEN WOO	1220 W SN BERNARDNO RD # COVINA CA 91722	E1 033684 06/01/80 06/01/80 07/01/90 11/30/90 (818) 966-6875	539	384	155
355 01 MORRIS, DOLLY 15692-00 N OR R BARRON	505 S 1ST ST #2 COVINA CA 91723	E1 035791 10/14/82 10/14/82 11/01/89 10/31/90 331-8871	528	383	145
459 01 BINNAY, BLANCHE 08579-00 ALFRED TRELLA	211 W CENTER ST #4 COVINA CA 91723	E1 035971 02/11/83 02/11/83 04/01/90 02/28/91 339-7160	491	346	145
907 01 KNAPP, DOROTHY 00964-00 CIENEGA GARDENS	1960 CIENEGA #102 COVINA CA 91724	E1 037045 07/03/84 07/03/84 08/01/89 07/31/91 (818) 966-5331	222	63	159
920 01 WATSON, BETH 14226-00 REPUBLIC MANAGEMENT CO	160 E COVINA #53 COVINA CA 91722	E1 037081 10/09/87 10/09/88 11/01/89 10/31/90	554	417	137
923 01 VAN KWARTEL, YOLANDA 00964-00 CIENEGA GARDENS	1938 CIENEGA #204 COVINA CA 91724	E1 037124 07/19/84 07/19/84 08/01/89 07/31/91	222	72	150
959 01 DROTAR, BETTY 14226-00 REPUBLIC MANAGEMENT CO	164 E COVINA BL #75 COVINA CA 91722	E1 037137 10/07/87 10/07/87 07/01/90 10/31/90	545	396	149
136 01 MCMILLIAN, NATHANIE 14772-01 DEL REY APARTMENTS	526 S FIRST AV #8 COVINA CA 91723	E1 037423 10/01/84 12/18/89 12/18/89 12/31/90	563	405	158
566 01 HAZAN, BEATRICE 11458-00 KEE WHAN HA & INDONG OH	1255 E BADILLO ST #A COVINA CA 91724	E1 038325 05/01/86 05/01/86 07/01/90 04/30/91 331-7572	560	407	153
779 01 DRAKE, EDITH 11458-00 KEE WHAN HA & INDONG OH	1133 WANAMAKER DR #C COVINA CA 91724	E1 038447 10/03/86 10/03/86 11/01/89 10/31/90 331-9612	518	373	145
186 01 CARAWAY, LILLIAN 14425-00 JUDI CARAWAY	716 N GRAND AV #SPK2 COVINA CA 91724	E1 039009 11/03/87 11/13/87 03/01/90 11/30/90	402	262	140
71 01 BEAUFOY, IRIS 14359-00 REPUBLIC MANAGEMENT CO	156 E COVINA BL #22 COVINA CA 91722	E1 039384 01/08/88 01/08/88 02/01/90 01/31/91	545	472	73
31 01 CAMERON, EUAN 14359-00 REPUBLIC MANAGEMENT CO	150 E COVINA BL #10 COVINA CA 91722	E1 039053 03/14/88 03/14/88 04/01/90 03/31/91	457	249	208
38 01 WARD, CATHERIN 14359-00 REPUBLIC MANAGEMENT CO	168 E COVINA BL #112 COVINA CA 91722	E1 039100 04/06/88 04/06/88 05/01/90 04/30/91	459	305	154
46 01 RAGAN, JOYCE 17794-00 VIRGINIA C MCHANN	200 N VALENCIA PL #7 COVINA CA 91723	E1 039782 04/11/90 04/11/90 04/11/90 04/30/91			

EXHIBIT C

EXHIBIT "C"

LOS ANGELES COUNTY
CDBG BULLETIN

Community Development Commission 2525 Corporate Place, Monterey Park, California 91754

NUMBER 90-0013 SUBJECT: SECTION 8 INCOME LIMITS FOR 1990

DATE March 22, 1990 EFFECTIVE DATE: Immediately

TO: PARTICIPATING CITIES
COMMUNITY-BASED ORGANIZATIONS
COUNTY DEPARTMENTS
CDC DIVISIONS

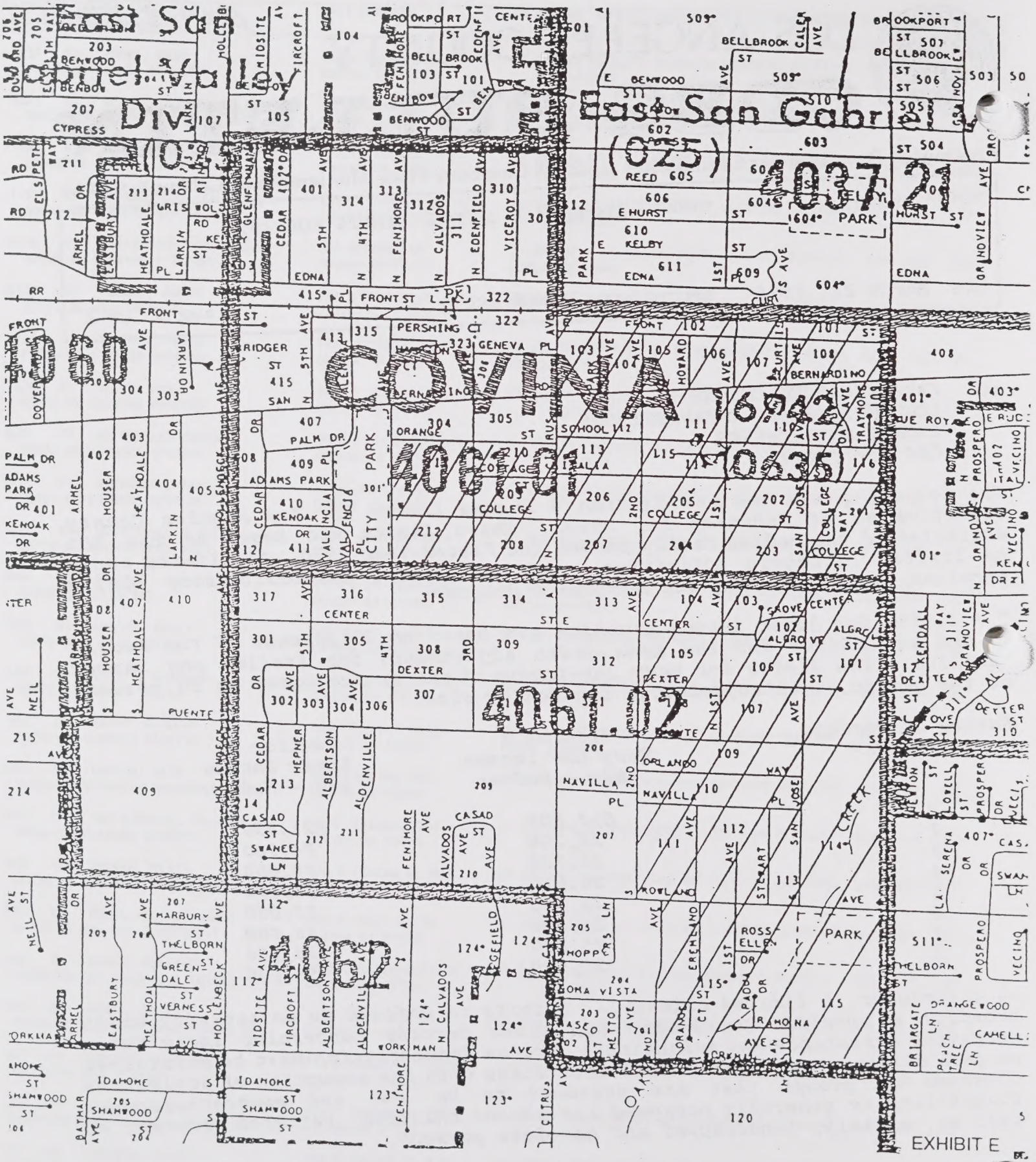
The following are the new Section 8 Income Limits for Los Angeles County effective as of February 16, 1990. These limits are based on the HUD estimates of the median family income for Fiscal Year 1990. The limits apply to limited clientele activities, such as housing rehabilitation, public services, public housing and Section 8 programs.

The limits for lower income families are based on 80 percent of the median income of $38,900 for the area, with adjustments for smaller and larger families. The limits for very low-income families are based on 50 percent of the median, with adjustments for family size.

Number of Persons Per Family	Section 8 Very Low Income 50% - Median	Section 8 Lower Income 80% - Median
1	$14,600	$21,750
2	16,700	24,900
3	18,750	28,000
4	20,850	31,100
5	22,500	33,050
6	24,200	35,000
7	25,850	36,950
8	27,500	38,900

As a reminder, a limited clientele activity is defined as an activity which benefits a specific population and other records concerning individuals receiving assistance are maintained. Income documentation must be maintained on each client served under these activities with the exception of activities directed to groups that are presumed to be low- and moderate-income. Eligibility is generally presumed for abused children, battered spouses, as well as, elderly, handicapped and homeless persons.

EXHIBIT D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GENEVA
BERNARDINO
ORANGE
SCHOOL
PALM DR
ADAMS PARK
KENOAK
COLLEGE
CENTER
DEXTER
PUENTE
ORLANDO
NAVILLA
CASAD
SWANEE
MARBURY
THELBORN
GREENDALE
VERNESS
WORKMAN
IDAHOME
SHAMWOOD
ROSSELLE
ROMA VISTA
RAMONA
ORANGEWOOD
CAMELL
BRIARGATE
PEACH TREE
EXHIBIT E

NATURAL RESOURCES STUDY

CITY OF COVINA
INC 1901
CALIFORNIA

NATURAL RESOURCES STUDY

FOR THE

COVINA GENERAL PLAN NATURAL RESOURCES AND OPEN SPACE ELEMENT

PREPARED BY:
TIERRA MADRE CONSULTANTS

COVINA COMMUNITY DEVELOPMENT DEPARTMENT,
PLANNING DIVISION STAFF:

MICHAEL A. MARQUEZ, COMMUNITY DEVELOPMENT DIRECTOR
HAL B. LEDFORD, CITY PLANNER
SHELBY R. WILLIAMS, ASSOCIATE PLANNER
ALAN R. CARTER, ASSOCIATE PLANNER (GENERAL PLAN UPDATE COORDINATOR)
JOANNE I. RUMPLER, PLANNING SECRETARY
DAVID R. LAW, FORMER PLANNING AIDE

APRIL 1993
REVISED MARCH 1994

FINAL REVISION MAY 1998

APPROVED BY PLANNING COMMISSION -
APPROVED BY CITY COUNCIL -

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LIST OF TABLES

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LIST OF MAPS

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City of Covina General Plan
Biological assessment

Robin E. Bishop
Lawrence F. LaPre PhD
Tierra Madre Consultants Inc.

Introduction

This report was contracted by the City of Covina to provide the baseline data necessary for consideration of a new General Plan document for the City. Biological resources of the City are described, and recommendations are made for compatible land use designations, pre-development survey requirements, and mitigation measures intended to minimize adverse impacts to important biological resources. Recommendations are also made for incorporation of biologically sensitive areas into the Open Space and Conservation element of the General Plan.

Methods

A literature review was conducted to identify any sensitive elements which are known to occur in the vicinity of Covina. This included a review of the computerized records of the California Natural Diversity Data Base (Data Base), which maintains records of sensitive species from all areas of the state. The Los Angeles County report on Significant Ecological Areas, which describes important biological resources on a regional basis, was also reviewed.

Following the literature review, aerial photographs taken in 1985 were obtained for the eastern portion of the Covina General Plan study area and reviewed to determine the locations of natural lands, riparian vegetation, and major groves of trees, whether ornamental or native. These sensitive areas were then plotted onto a base map of the study area.

A field survey was conducted by R. Bishop.

Twenty hours were spent performing vehicular surveys to locate major areas of biological interest within the study area. Areas of importance were inspected briefly on foot. The intent of the field work was to obtain an overview of sensitive sites rather than to prepare a detailed inventory of each site.

Information was incorporated from the City's Parks and Recreation Department, Planning Department, Los Angeles County SEATAC guidelines, and selected Environmental Impact Reports prepared within the study area. In addition the Los Angeles County Parks and Recreation Department and Southern California Automobile Club, were consulted for information regarding park locations and resources availiable within the parks. The soil survey for Los Angeles County was also consulted to determine whether unique soils known to support rare plant species are

found within the study area.

Results

Soils

The soil survey for this area of Los Angeles County (SCS, 1969) indicates the presence of two soil associations in the study area:

Hanford association	2-5 % slopes
Ramona-Placentia association	2-5 % slopes

All of the soil types in the Hanford association are widespread in their distribution and usually occur on gently sloping alluvial fans at elevations of near sea level to approximately 3,500 feet. Soil series of this association and their proportionate extent are: Hanford (85%), Yolo (10%), and Hesperia (5%). Vegetation types typically found on this series are chiefly annual grasses, forbs, chamise, and occasionally juniper. This association makes up approximately 11.2% of the Los Angeles County area soils. These types of soils are primarily utilized for residential, industrial, and to a smaller degree agricultural uses.

The soil types found in the Ramona-Placentia association are less widespread in their distribution and only occur in the Los Angeles basin. The primary soils that make up this association are Ramona (80%), Placentia (15%), and Hanford (5%). They usually are found on gently sloping terraces and alluvial fans at elevations from near sea level to approximately 3500 feet. Vegetation typically found on this particular soil association is annual grasses, forbs, chamise, sage, and buckwheat. This soil association is used for primarily residential development, irrigated orchards, and nonirrigated grain. The Ramona-Placentia association makes up approximately 6.2% of the Los Angeles County area soils. Within Covina, this association is only found in the eastern part of the General Plan study area.

None of these soils are known to be the substrate for plant species of limited distribution that are associated only with specific soil types.

Vegetation and Flora

Due to extensive urbanization in the city, most vegetation consists of annual grasslands and ornamental trees. However, in the eastern section of the city are areas of biological significance.

The eastern portion of the city is an area of moderate relief and is characterized by introduced tree species such as eucalyptus, English walnut, and pepper trees. Hillside slope has been retained to a great extent and most houses are surrounded by

grassland, introduced ornamentals, coast live oaks, and riparian woodland. These elements, in conjunction with one another, provide good habitat for a variety of organisms.

One of the most significant ecological resources in the study area is the **riparian woodland** community. Riparian communities such as that present in Walnut Creek are of high biological value as they support a wide variety of plant and animal species. Thomas et al. (1977) described common characteristics of riparian zones which are applicable to the Walnut Creek Regional Park and Wingate Park areas:

(1) They create well defined habitat zones within the much drier surrounding areas.
(2) They make up a minor proportion of habitat types in the region.
(3) They are generally more productive per acre of biomass - plant and animal - than the remainder of the area.
(4) They are a critical source of diversity within the ecosystem.

Riparian zones provide wildlife and aquatic life with four basic habitat components: water, food, cover, and space essential to viable fauna populations. The location of these components in close proximity to each other contributes to the importance of riparian habitat to wildlife populations. Riparian ecosystems are critical for many plants and animals to flourish or even survive.

Riparian areas also provide movement corridors, food, cover, and nesting or denning habitat for several species of reptiles, mammals, birds, and amphibians. Riparian areas are especially important to birds of prey such as red shouldered hawk, Cooper's hawk, great horned owl, red-tailed hawk, as well as many others. Birds of prey utilize these areas for roosting, nesting, and foraging sites. Riparian areas are also utilized by migratory songbirds, wintering birds, and amphibians.

Another important community is the **coast live oak woodland** which typically grows in ravines or on north-facing slopes, supported by mesic soil and moderate weather conditions. Oaks are valuable wildlife habitat as they provide food, cover, and nesting or denning habitat for several species of reptiles, birds, and mammals.

Acorns are an important food source to local wildlife as they are high in caloric density and can be obtained with little energy expenditure. The leaves and twigs of oaks are a valuable browse material for foraging mammals. A variety of insect species which are fed upon by reptiles, birds, and insectivorous mammals, are attracted to oak trees. Oaks are utilized as thermal cover by several mammal species and as escape cover by reptiles, birds, and mammals. The extensive canopies and dense

foliage of oak trees provide excellent perching, roosting, and nesting sites for birds. Cavities in the limbs or trunks of oak trees are used as nest sites by birds and den sites by mammals.

Barrett (1979) states that at least 60 species of mammals in California are known to utilize oaks for food or cover. Of these 60 species, several occur in the City of Covina including opossum, coyote, raccoon, California ground squirrels, deer mouse, and San Diego pocket mouse. Verner (1979) identifies 110 species of birds which can be observed during the breeding season in California habitats where oaks form a significant part of the tree or shrub canopy. Many of these birds are found within the city limits and utilize the oaks, notably Acorn woodpecker, plain titmouse, scrub jay, and predatory birds, such as hawks and owls.

Wildlife Habitat and Fauna

The City of Covina provides habitat for a variety of wildlife species common to the region. The street trees provide cover, feeding, and nesting habitat for small birds and reptiles. The annual grassland and riparian communities serve as a foraging area for predators and a feeding area for small birds and mammals.

The largest number and greatest diversity of species occur in the riparian woodland, oak woodland, and the suburban hillside area located in the eastern portion of the city. Several bird species were recorded during the field survey, and many more undoubtedly occur within the general plan study area. Seasonality and the relatively short duration of the field survey prevented the detection of many species. Bird species detected include Brewer's blackbird, house sparrow, European starling, rock dove, and house finch.

The annual grassland within the study area also is valuable to wildlife, and is used extensively by burrowing mammals such as pocket gophers, California ground squirrels, and deer mice. Grassland plant communities support large numbers of these small mammals which, in turn, support predatory animals such as coyotes and raptors.

Sensitive Species

One species of bird and one species of reptile considered sensitive by resource agencies and conservation organizations were identified as occurring or potentially occurring within the city limits or within 1 mile of the city boundary. Sensitive species and communities are so-called because their populations are declining, they are especially vulnerable to habitat change, or because they have restricted distributions and are naturally rare. For a summary of those sensitive species occurring or potentially occurring within the city, see Table 1.

Table 1. Sensitive species of the City of Covina.

Species & Habitat	Status*	Occurrence Probability**	Number of Sightings
Vireo bellii pusillus Least Bell's vireo Riparian, thickets	1) E 2) CE	Low	0
Phrynosoma coronatum blainvillei San Diego horned lizard Sandy areas in grassland or brush	1) C2 2) CSC	Low	0

* Status Designations are defined below.
** For definitions of Occurrence Probability, see following page.

STATUS DESIGNATIONS

1) FEDERAL DESIGNATIONS

E = Federally listed, endangered
T = Federally listed, threatened
C1 = Category 1 candidate species. Enough data are on file to support the federal listing.
C2 = Category 2 candidate species. Threat and/or distribution data are insufficient to support federal listing.

2) STATE DESIGNATIONS

CE = State listed, endangered
CT = State listed, threatened (previously listed as rare)
CP = Fully protected under California Fish and Game Code, Sections 3511, 4700, 5050, 5515
CSC = California Department of Fish and Game Species of Special Concern

**** Definitions of occurrence probability:**

Occurs: Observed on the site by field personnel of Tierra Madre Consultants, or recorded on-site observations by other qualified biologists.

High: Observed on similar habitat in surrounding region by field personnel of Tierra Madre Consultants, or habitat on the site is a type often utilized by the species and the site is within the known range of the species.

Moderate: Reported sightings in surrounding region, habitat on the site is a type occasionally utilized by the species; or site is within the known range of the species and habitat on the site is a type occasionally utilized by the species.

Low: Site is within the known range of the species but habitat on the site is rarely used by the species.

Absent: A focused study for this species failed to reveal its presence.

Least Bell's vireo is a small, migratory, insectivorous bird which occurs in willow-dominated riparian habitats. It constructs an open-cup nest in the fork of a slender tree or shrub branch, usually less than five feet above the ground. This species was formerly widespread and common throughout the low-lying areas of central and southern California, but is now restricted in range to a limited number of locations in southern California. It has been listed as endangered by the State of California since 1980, and by the U.S. Fish & Wildlife Service since May of 1986.

The Data Base record for the Bell's vireo indicates it was reported in 1984 within Section 9 of T1S, R10W. This location is outside the Covina city limits but within the sphere of influence. No suitable habitat remains for this species and none were detected during the field survey. The area within the City of Covina adjacent to its reported location is developed and has no suitable habitat.

No Bell's vireo are expected to occur within the City boundaries or within the riparian corridors adjacent to the City. Furthermore, the area where the vireo was reported now contains a mining operation and the drainage has been channelized. The species is not expected to occupy or utilize the site for breeding in the near future. However, during migration it is possible that an individual of this species could make a short stopover within the City boundaries for foraging purposes.

The range of the **San Diego horned lizard** extends from near the coastline eastward through the interior valleys and plains to the slopes of the San Bernardino, San Jacinto, and Santa Rosa Mountains. This species is also known from western San Diego County but is absent from southern California deserts. Preferred habitat consists primarily of grassland, coastal sage scrub, and chaparral. It is rarely found under closed-canopy, evergreen cover. Open stretches of sandy soil used for basking, cover, and social behavior, are apparently a critical habitat component. Ants are the primary food of this species, although it will also feed on other insects. While no San Diego horned lizards were observed during the field survey, the Data Base reports an historic occurrence (1949) within the City limits located within Section 10, T1S, R10W. That area was field checked. Because of the extensive development, no suitable habitat was found. Populations of this lizard are declining due to extensive collecting on wildlands and as a result of its habitat being converted to agricultural and urban uses. Few, if any, areas of the City are expected to support populations of the horned lizard, although small numbers may now be present within Walnut Creek Regional Park.

Discussion

Although the majority of the City of Covina is highly developed, opportunities exist for enhancement of biological resources in specified situations. Recommendations and suggestions for protection and enhancement of native and suburban biological communities are discussed below.

Design Considerations

1. Landscaping of public areas, common areas, street dividers, and other situations where the Planning Department has control should emphasize native plants to the extent possible. Of particular value in a development setting are the following species:

California sycamore	*Platanus racemosa*
Hollyleaf cherry	*Prunus ilicifolia*
Toyon	*Heteromeles arbutifolia*
Elderberry	*Sambucus mexicana*
Coast live oak	*Quercus agrifolia*
Mesa oak	*Quercus englemanni*
California walnut	*Juglans californica*

2. Land uses adjacent to parks should be restricted to compatiable land uses such as low density residential development, schools, cemeteries, and churches.

3. Land uses adjacent to the riparian woodland, oak woodland, and suburban hillside areas should be designated as low density development and open space uses.

4. Stream courses which are not now channelized and which contain riparian vegetation should remain natural along their entire length. Setbacks of at least 100' should be required for new structures so as to maintain the riparian habitat and natural contours of the stream channel.

5. Hillside grading should be kept to a minimum to preserve the existing topography. Contour grading should be required for fill slopes, and should conform to the natural terrain. Development in canyons and hillsides should be limited in order to prevent obstruction of natural runoff courses and scarring of hillsides.

6. Stands of established trees (such as oak woodlands) should be retained in their natural setting or incorporated into planned landscaping. If destruction of oaks is uavoidable, mitigation measures should be implemented. A replacement ratio of 10:1 should be required if oaks are to be destroyed. The replacement oaks should be well-established nursery plants, such as boxed saplings or 15 gallon container plants of the same species.

7. The Walnut Creek Wilderness Park and Wingate Park should be designated as open space and incorporated into the open space and conservation element of the General Plan because of their ecological importance. All community parks within the City of Covina could be designated as open space, with provisions in the General Plan that allow for maintenance and recreational development by the Parks and Recreation Department.

8. Alteration of the drainage patterns should be kept to a minimum in the hillside area to preserve the stream flow in the riparian woodland.

Implementation measures

1. Projects impacting wetland habitat or altering a stream course designated as a blueline on the USGS topographic maps are required to obtain streambed alteration agreements from the California Department of Fish and Game under Sections 1601 - 3 of the Fish and Game Code. Additional permits are sometimes necessary from the Corps of Engineers under Section 404 of the federal Clean Water Act. Mitigation requirements imposed by these agencies are based on their recently-adopted policies of no net loss of wetland vegetation, such as riparian woodland. The mitigation measures imposed by these agencies for loss of wetlands and riparian areas may differ from those required by the City. Early coordination with the state and federal agencies in the site planning process is recommended. Development projects on lands with blueline streams should be conditioned to fufill these permit requirements.

2. Require setbacks along small streamcourses to preserve riparian habitat and the natural contours of the stream channel.

3 Enhance degraded riparian corridors and maintain existing

riparian areas. This will allow for the retention of regional wildlife movement corridors and habitat for flora and fauna which rely primarily on riparian habitats.

4. Maintain a local data base of biological information within the Planning Department. All new development or infrastructure plans should be reviewed, and in areas where ecological resources are in question, a biological study or environmental impact report should be required.

5. WE suggest that a street tree inventory be conducted in the future in order to ascertain the species, location, and number of trees that occur within the city. Oak tree locations are especially important due to their high ecological significance.

6. Require mitigation measures for the removal or destruction of oaks within the city. Mitigation measures should include replacement or transplant.

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SAFETY STUDY

CITY OF COVINA
INC. 1901
CALIFORNIA

SAFETY STUDY

FOR THE

COVINA GENERAL PLAN SAFETY ELEMENT

PREPARED BY:
COMMUNITY DYNAMICS

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APPROVED BY PLANNING COMMISSION -
APPROVED BY CITY COUNCIL -

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I. INTRODUCTION

A. Study Area

The City of Covina is regionally situated in the eastern San Gabriel Valley of Los Angeles County. The City is approximately six (6) square miles in size and is bounded on the North by the cities of Azusa and Glendora, to the East by the City of San Dimas, to the West by the cities of Baldwin Park and Irwindale, and to the South by the City of West Covina.

B. Purpose and Use of Study

The City of Covina is located in earthquake country. Seismologist say the odds are high that a major earthquake will strike Southern California within the next twenty to thirty years. Moderate but damaging earthquakes will strike far more frequently.

The primary purpose of this Study is to identify and evaluate the safety risks to the City of Covina in order to develop programs aimed at reducing death, injuries, property damage and the economic and social dislocation resulting from seismic activity.

This Study will serve as a basis for the City of Covina to: 1) establish and implement a structural hazard mitigation program; and 2) Update the Safety Element of the Covina General Plan.

C. Authority

This Study is authorized by California Government Code Sections 8875 and 65302(g). Section 8875 requires the City of Covina to identify all potentially hazardous buildings and to establish a program for mitigation of identified potentially hazardous buildings. Section 65302(g) requires the City to develop a Seismic Safety/Safety Element for the General Plan for the protection of the Community from any unreasonable risks associated with the effects of seismically induced surface rupture, ground shaking, ground failure, tsunami, seiche and dam failure; slope instability

leading to mudslides and landslides; subsidence and other geologic hazards; flooding; and wildland and urban fires.

D. General Approach and Scope of Study

The general approach to this Study involved the completion of two primary tasks: 1) identification and evaluation of potentially hazardous structures within the City; and 2) update the existing geologic/seismic data base of the City.

The scope of the consultant's efforts related to the two tasks were as follows:

TASK 1: IDENTIFICATION AND EVALUATION OF STRUCTURES.

In accordance with the requirements of Senate Bill 547 and the California Government Code, the Scope of this effort included:

1) The identification of all potentially hazardous structures within the City;
2) A Recommendation Plan for compliance with SB547; and
3) Predictions of the forces these structures can be expected to be exposed to in the event of seismic activity; and

TASK 2: UPDATE EXISTING GEOLOGIC/SEISMIC DATA BASE.

The main focus for this task was to update and supplement the existing data base of the City. In accordance with the above, this task consisted of the following two (2) work efforts:

1) Preparation of a new updated map illustrating all identifiable areas of faulting or related seismic geologic hazard.
2) Identification of areas of geologic hazard other than those associated with seismicity such as slope failure, liquefaction, erosion, substandard soils, etc.

II. STRUCTURAL HAZARDS

A. Background

The risk to life associated with seismic events comes primarily from certain existing buildings that are vulnerable to earthquake forces. Structural damage or collapse of these types of buildings could threaten human life and jeopardize the economies of local jurisdictions, but these buildings can be identified and strengthened. Among building types that have a history of poor performance in past earthquakes are:

- Unreinforced masonry (URM) buildings.
- Concrete frame buildings built prior to about 1947.
- Buildings that have long spans, irregular shapes, or weak or "soft" first stories.
- Certain tilt-up concrete buildings.
- Buildings that have not been properly maintained or have been weakened by modification.
- Buildings with URM veners.
- Buildings located in geologically hazardous areas such as those subject to earthquake fault displacement, landslide or soil liquefaction.

Unreinforced masonry (URM) buildings in particular have performed poorly in every damaging California earthquake and are considered the foremost threat to life. Although not every URM building will collapse in a significant earthquake, a large number of them will have some degree of life-threatening failure.

URM bearing wall buildings, no longer allowed by codes, typically have four areas of weakness.

- Masonry walls, lacking reinforcing, do not have resistance to earthquake shaking without degrading, sometimes leading to collapse. This situation can become worse in time as the bricks and mortar deteriorate.

- The practice of not structurally tying the walls to the roof and floors can allow excessive movements in the walls, which may lead to collapse.
- Ground floors with open fronts and little crosswise bracing may allow excessive movement and twisting motions, damaging the building.
- Unbraced parapets may fall into the street.

Steel and concrete frame buildings with URM infill walls and buildings with walls or interior shafts of URM often pose a threat equal to that of URM bearing wall buildings. The unreinforced infill, not designed as part of the structural system, has little resistance to earthquake motion. As the masonry fails, it is likely to fall on those below. If infill walls collapse, there is a sudden change in the building's stiffness and its ability to withstand continued shaking. Frame buildings with infill walls performed poorly in both the Mexico City and the 1987 Whittier earthquake.

B. Authority and Legal Requirements

Recognizing the danger posed by the great number of potentially hazardous buildings in California, in 1986 the State Legislature enacted the Unreinforced Masonry Building Law (Chapter 250, Statutes of 1986; SB 547 [Alquist]; Government Code Section 8875 et seq.). In this Study this Law will be referred to as the URM Law; The URM Law was modeled after successful local government building hazard mitigation programs. The Law calls for identifying and mitigating hazards only in URM buildings - both those with URM bearing walls and those with URM infill walls.

In addition to URM structures, buildings were considered hazardous if they exhibited the following characteristics.

1. Was constructed prior to the adoption and enforcement of local codes requiring earthquake resistant design of buildings; or
2. Exhibits any one of the following characteristics:
   - o Exterior parapets and ornamentation that may fall on passers-by;
   - o Exterior walls that are not anchored to the floors, roof, or foundation;
   - o Sheeting on roofs or floors incapable of withstanding lateral loads;
   - o Large openings in walls that may cause damage from torsional forces; or,
   - o Lack of an effective system to resist lateral forces.

The requirements of the URM Law built upon, and continue beyond, steps already taken by many jurisdictions to identify and mitigate URM hazards. Under the Law, all local jurisdictions in California's Seismic Zone 4 (which includes Covina) must do the following by January 1, 1990;

Task One: Identify all URM buildings that are potentially hazardous.

Task Two: Develop and implement a mitigation program to reduce the hazard.

Task Three: Submit information on potentially hazardous buildings and hazard mitigation programs to the Seismic Safety Commission.

A main focus of this Study was the identification and evaluation, of structures (Task 1) as well as provide recommendations for a hazard mitigation program.

C. Structural Hazard Identification and Evaluation

1. Potentially Hazardous Building Identification

State Law defines a "potentially hazardous building" as "any building constructed prior to the adoption of local building codes requiring earthquake-resistant design of buildings and constructed of unreinforced masonry wall construction:". Earthquake-resistant design was required as early as the mid-1950s in others.

The Law covers all types of URM buildings. Among those that needed to be identified were:

- URM bearing wall buildings: Buildings with unreinforced brick, concrete block, terra cotta (hollow clay tile), adobe, or stone bearing walls.
- Steel frame buildings with URM: Steel frame buildings with interior or exterior infill walls, interior partitions, or shaft walls of URM (usually brick or hollow clay tile).
- Concrete frame buildings with URM: Concrete frame buildings with interior or exterior infill walls, interior partitions or shaft walls of URM.

State law encourages protection of structures that are historically or architecturally significant: historic buildings are treated differently under the URM law. Although these buildings are exempt from the identification phase, the State Seismic Safety Commission believes hazardous historic buildings should be included in mitigation programs. Therefore, historic URM buildings should be reviewed with regard to their seismic hazard.

Section 37602 of the California Health and Safety Code defines "historical property" as:

> ...any building or part thereof, object, structure, monument, or collection thereof deemed of importance to the history, architecture, or culture or an area as determined by an appropriate governmental agency. An appropriate governmental

agency is a local official, historic preservation board or commission, a legislative body of a local agency, or the State Historical Resources Commission. "Historical property" includes object, buildings, structures, monuments, or collections thereof on existing national, state, or local historic registers of official inventories, such as the National Register of Historic Places and State Historical Landmarks.

Historic resources can be protected while reducing earthquake hazards. If such buildings have large occupancies and are hazardous, they pose a significant risk to occupants. The hazard mitigation program should give special consideration to protecting their significant features.

A comprehensive, systematic survey of structures within the City of Covina was conducted by qualified consultants and structural engineers to identify potentially hazardous structures in accordance with the Guidelines as established by the California Seismic Safety Commission. This effort included field surveys, review of City of Covina Building codes and review of building permit files.

Based upon the above, seventy two (72) structures within the City of Covina have been placed on the list of potentially hazardous structures (included in Appendix A). This determination was based upon either: 1) the appearance of the structures which exhibit the structural characteristics of a potentially hazardous structure in accordance with the Guidelines; 2) the age of the structure; and 3) the lack of building permit evidence of "retrofit activity" on older structures.

Because of the lack of building permit evidence activity on many of the older structures in the City it is difficult to determine the actual age of many structures. However, based upon redevelopment planning efforts and programs that are currently

underway in the City, a majority of the structures in Downtown Covina were built prior to the establishment of local seismic codes. Some structures are known to date back to the 1880s. It appears that a majority of the structures in the downtown area were built prior to 1933. Without evidence of seismic retrofit activity, these structures were considered potentially hazardous and placed on the list (Appendix A). Figures 1a through 1f depict the location of these structures within the City.

Specific Structure Survey Forms depicting each structure placed on the list of Potentially Hazardous Structures are on file with the City of Covina Planning Department.

2. **Recommended Implementation Program for Hazard Mitigation**

As described in Section II of this Study, the URM Law requires the City to conduct the following tasks by January 1, 1990:

Task One: Identify all URM buildings that are potentially hazardous.

Task Two: Develop and implement a mitigation program to reduce the hazard.

Task Three: Submit information on potentially hazardous buildings and hazard mitigation programs to the Seismic Safety Commission.

While the focus of this Study addressed Task One, it is recommended that the City complete Tasks Two and Three, which will consist of the following actions and/or activities.

The first phase of the implementation program is for the City to contact all owners of each potentially hazardous building by letter. A sample letter and a response form is included in Appendix B. This letter should inform the owners that hazardous building mitigation may be required, and verification is requested as to whether or not their building is potentially hazardous. Not

all buildings identified as potentially hazardous will turn out to be hazardous. Owners may be able to provide evidence that a building has been strengthened, is capable of withstanding earthquake forces, or is not covered by the URM Law.

All information from building owners should be carefully reviewed. If warranted, the City may determine to remove certain buildings from the Potentially Hazardous Building List.

The final list of potentially hazardous buildings should be summarized and analyzed. There may be some benefit in categorizing these structures in terms of total number, type of use, occupancy, whether they are essential for emergency response, or other criteria.

This information should be reviewed by City Departments and/or Agencies responsible for emergency responses, for their information and comments.

When the list of hazardous buildings has been reviewed and finalized, the owners of buildings must be notified. At this time it is appropriate to review existing City policies and determine how to reduce these hazards to the community.

The program should consider improved public safety and reduced property damage after earthquakes, the costs to the jurisdiction, and costs to property owners. Building owners and the public should be involved in the development of the program. Public hearings and meetings with groups such as the Chamber of Commerce and building owners are recommended. The City Council, Planning Commission or other responsible bodies may wish to form a task force to address the issues and develop public information. Some of the features that may be part of the mitigation program includes the following:

1. A procedure for coordinating seismic retrofitting with owners.
2. Requirements for hazardous building mitigation.
3. Schedule for compliance.
4. Strengthening standards.
5. Provisions for enforcement of the mitigation programs.
6. Incentives to encourage owners to comply with the program in a timely manner.
7. Development of a monitoring program.
8. Develop a Financing Program.

When the above described efforts have been accomplished, the City should prepare a written mitigation program that would be adopted by the City Council and made available to the public and effected property owners. This document should include a section for evaluating the effectiveness of the City's program and could include design criteria, timetables for compliances methods to implement enforcement, costs to owners, costs to the City, and possible incentives that may be offered to the property owners.

Finally, a report based on the requirements of the Seismic Safety Commission will need to be prepared and submitted to that Commission in accordance with SB 547, which shall include; the identifying of potentially hazardous buildings, statement of mitigating buildings hazards, and a mitigation program.

D. Structures and Lateral Forces

Based upon the response spectra for each seismic zone as detailed in Appendix C and review of the 1988 edition of the Uniform Building Code, damage indicators and lateral forces have been included. Table 1 provides a hazard comparison of Non-earthquake resistent buildings. Table 2 provides a description of the lateral loads to be expected on various types of structural systems, and is for illustrative purposes, which should be used in conjunction with the Uniform Building Code.

TABLE 1
HAZARD COMPARISON OF NON-EARTHQUAKE-RESISTIVE BUILDINGS

Simplified Description of Structural Type	Relative Damagability (in order of increasing susceptibility to damage)
Small wood-frame structures, i.e. dwellings not over 3,000 sq. ft. and not over 3 stories	1
Single or multistory steel-frame buildings with concrete exterior walls, concrete floors, and concrete roof. Moderate wall openings	1.5
Single or multistory reinforced-concrete buildings with concrete exterior walls, concrete walls, and concrete roof. Moderate wall openings	2
Large area wood-frame buildings and other wood frame buildings	3 to 4
Single or multistory steel-frame buildings with unreinforced masonry exterior wall panels; concrete floors and concrete roof	4
Single or multistory reinforced-concrete frame buildings with unreinforced masonry exterior wall panels, concrete floors and concrete roof	5
Reinforced concrete bearing walls with supported floors and roof of any material (usually wood)	5
Buildings with unreinforced brick masonry having sand-lime mortar; and with supported floors and roof of any material (usually wood)	7 up
Bearing walls of unreinforced adobe, unreinforced hollow concrete block, or unreinforced hollow clay tile	Collapse hazard in moderate shocks

Source: Envicom

TABLE 2
STRUCTURAL SYSTEMS/LATERAL LOADS

BASIC STRUCTURAL SYSTEM	LATERAL LOAD-RESISTING SYSTEM DESCRIPTION	Rw2*	H3*
A. Bearing Wall System	1. Light-framed walls with shear panels		
	a. Plywood walls for structures three-stories or less	8	65
	b. All other light framed walls	6	65
	2. Shear Walls		
	a. Concrete	6	160
	b. Masonry	6	160
	3. Light steel-framed bearing walls with tension-only bracing	4	65
	4. Braced frames where bracing carries gravity loads		
	a. Steel	6	160
	b. Concrete	4	-
	c. Heavy timber	4	65
B. Building Frame System	1. Steel eccentric braced frame (EBF)	10	240
	2. Light-framed walls with shear panels		
	a. Plywood walls for structures three-stories or less	9	65
	b. All other light-framed walls	7	65
	3. Shear walls		
	a. Concrete	8	240
	b. Masonry	8	160
	4. Concentric braced frames		
	a. Steel	8	160
	b. Concrete	8	-
	c. Heavy timber	8	65
C. Moment-resisting Frame System	1. Special moment-resisting space frames (SMRSF)		
	a. Steel	12	N.L.
	b. Concrete	12	N.L.
	2. Concrete intermediate moment-resisting space frames (IMRSF)	7	-
	3. Ordinary moment-resisting space frames (OMRSF)		
	a. Steel	6	160
	b. Concrete	5	-

TABLE 2 (continued)

STRUCTURAL SYSTEMS/LATERAL LOADS

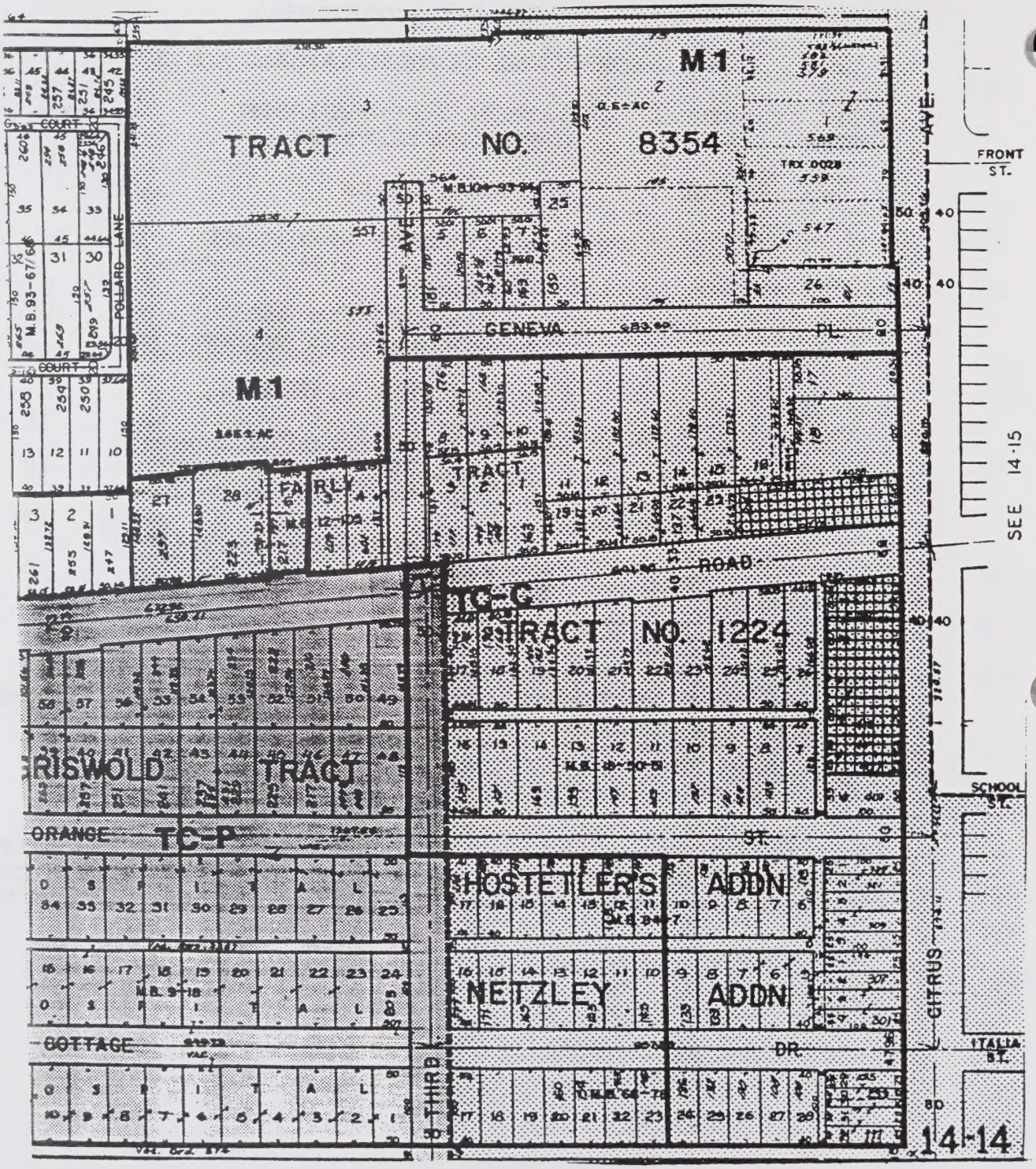
BASIC STRUCTURAL SYSTEM	LATERAL LOAD-RESISTING SYSTEM DESCRIPTION	Rw2	H3
D. Dual System	1. Shear walls		
	a. Concrete with SMRSF	12	N.L.
	b. Concrete with Concrete IMRSF	9	160
	c. Masonry with SMRSF	8	160
	d. Masonry with concrete IMRSF	7	-
	2. Steel EBF with steel SMRSF	12	N.L.
	3. Concentric braced frames		
	a. Steel with steel SMRSF	10	N.L.
	b. Concrete with concrete SMRSF	9	-
	c. Concrete with concrete IMRSF	6	-
E. Undefined Systems	See Section 2312(d) 8 C and 2312(d) 9 B	-	-

Source: Uniform Building Code. 1988

* Numerical coefficent and height limitations in seismic zone 3 & 4 given in Sec 2312 U.B.C.

Conclusions
Recommendations

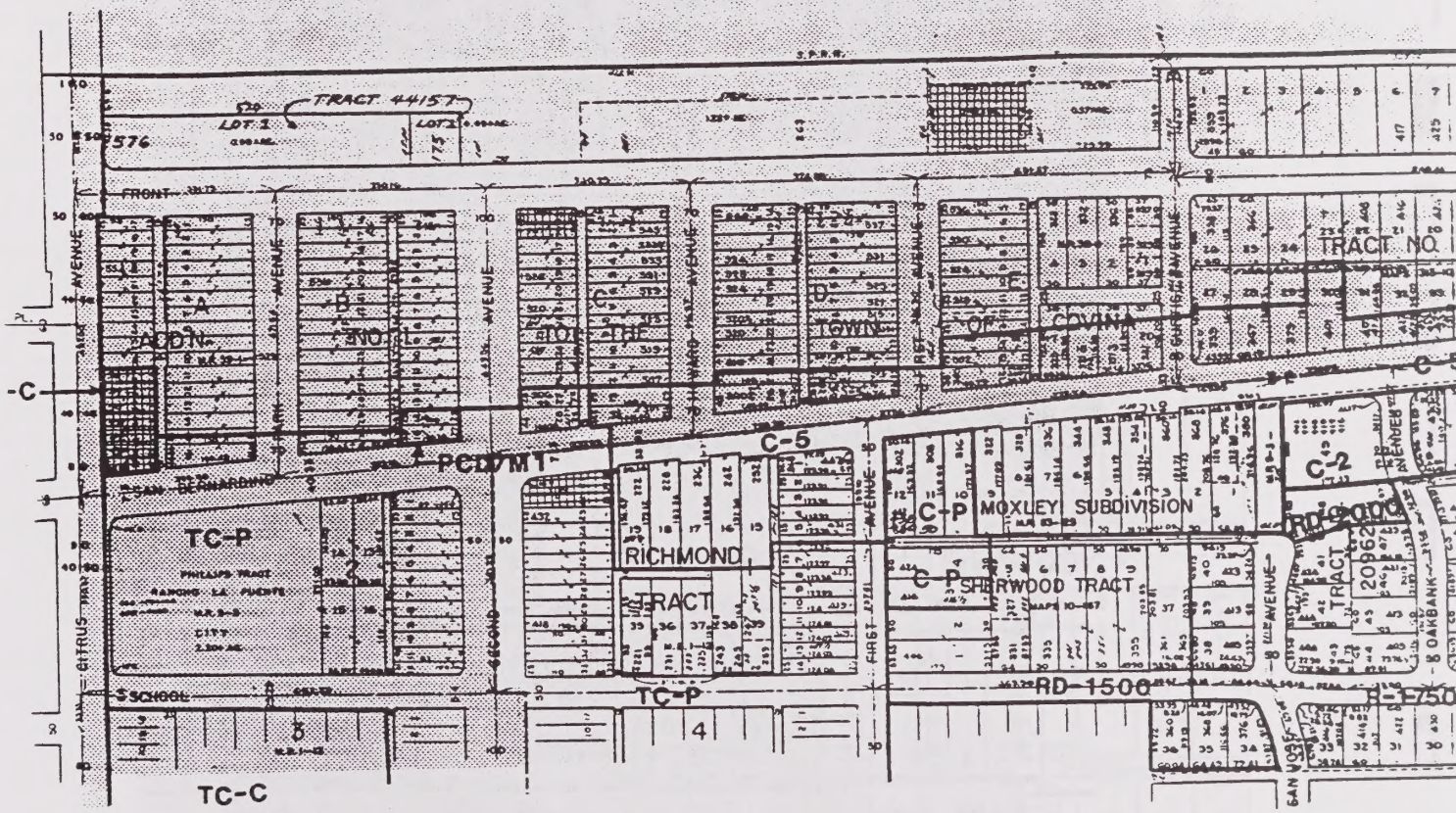
Construction of new structures in the City of Covina satisfying the above standards will ensure maximum design safety of structures to withstand the projected lateral loads and damage susceptibility.



Location Of Potentially Hazardous Structures

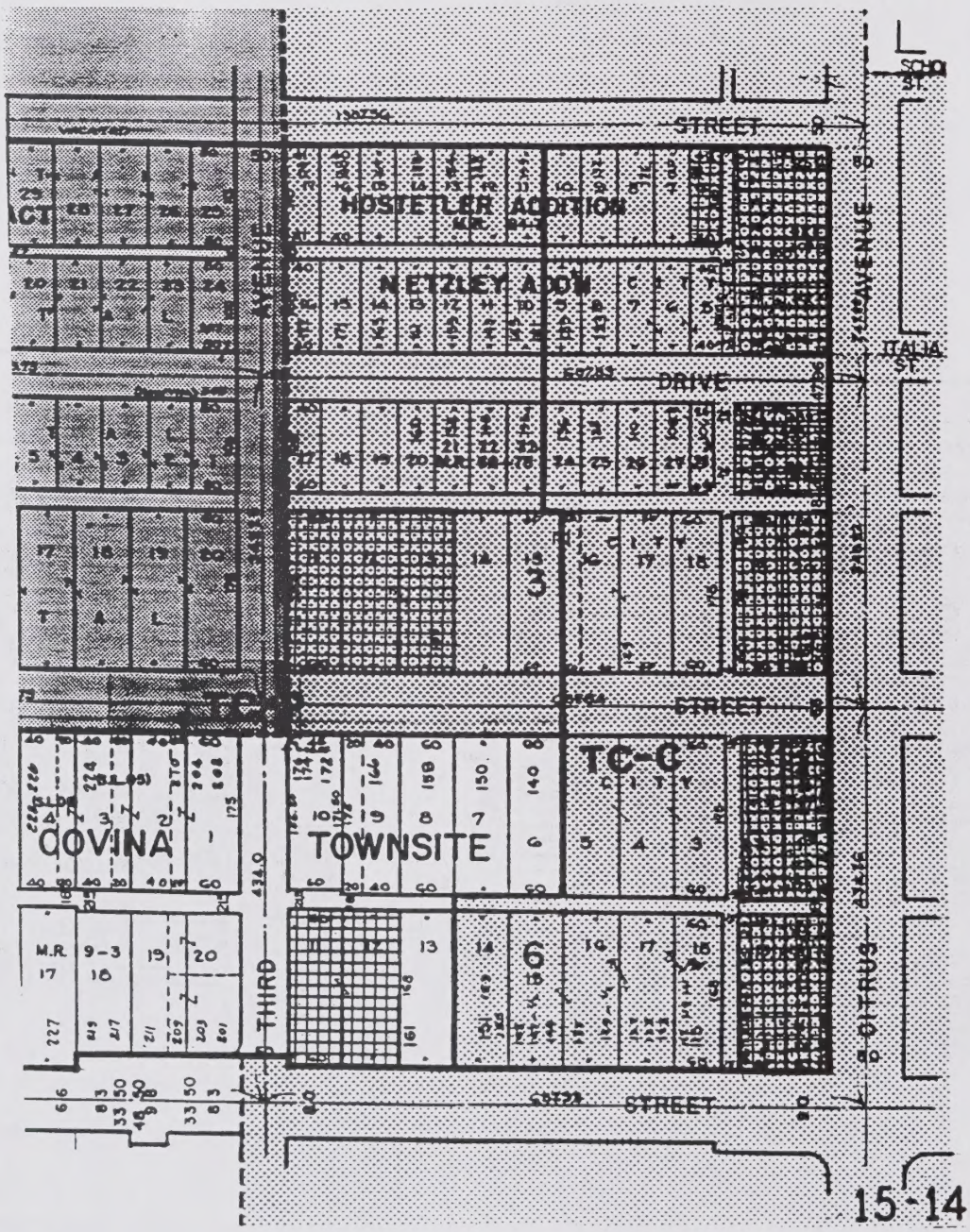
FIGURE 1

Community Dynamics



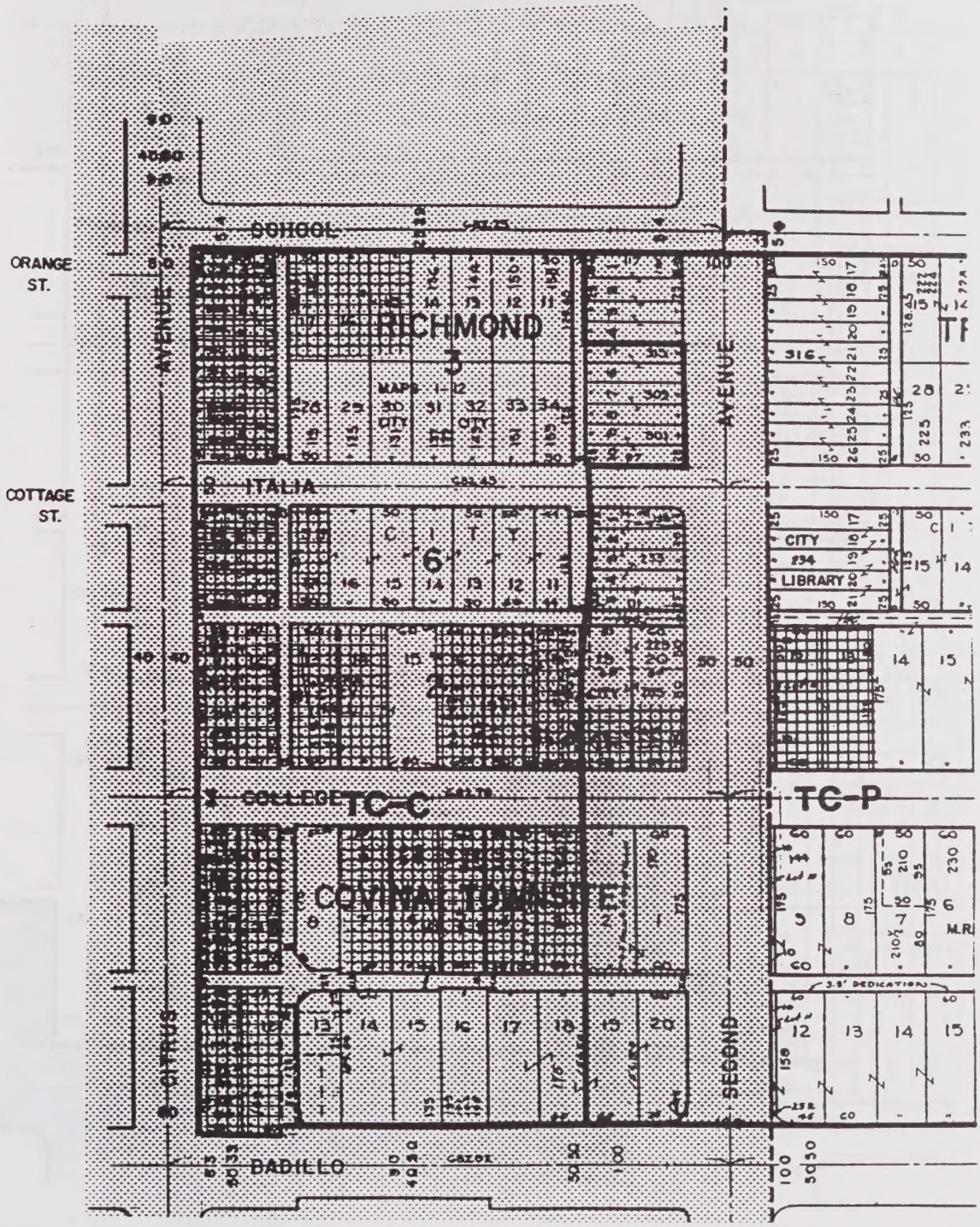
Location Of Potentially Hazardous Structures

FIGURE 1b



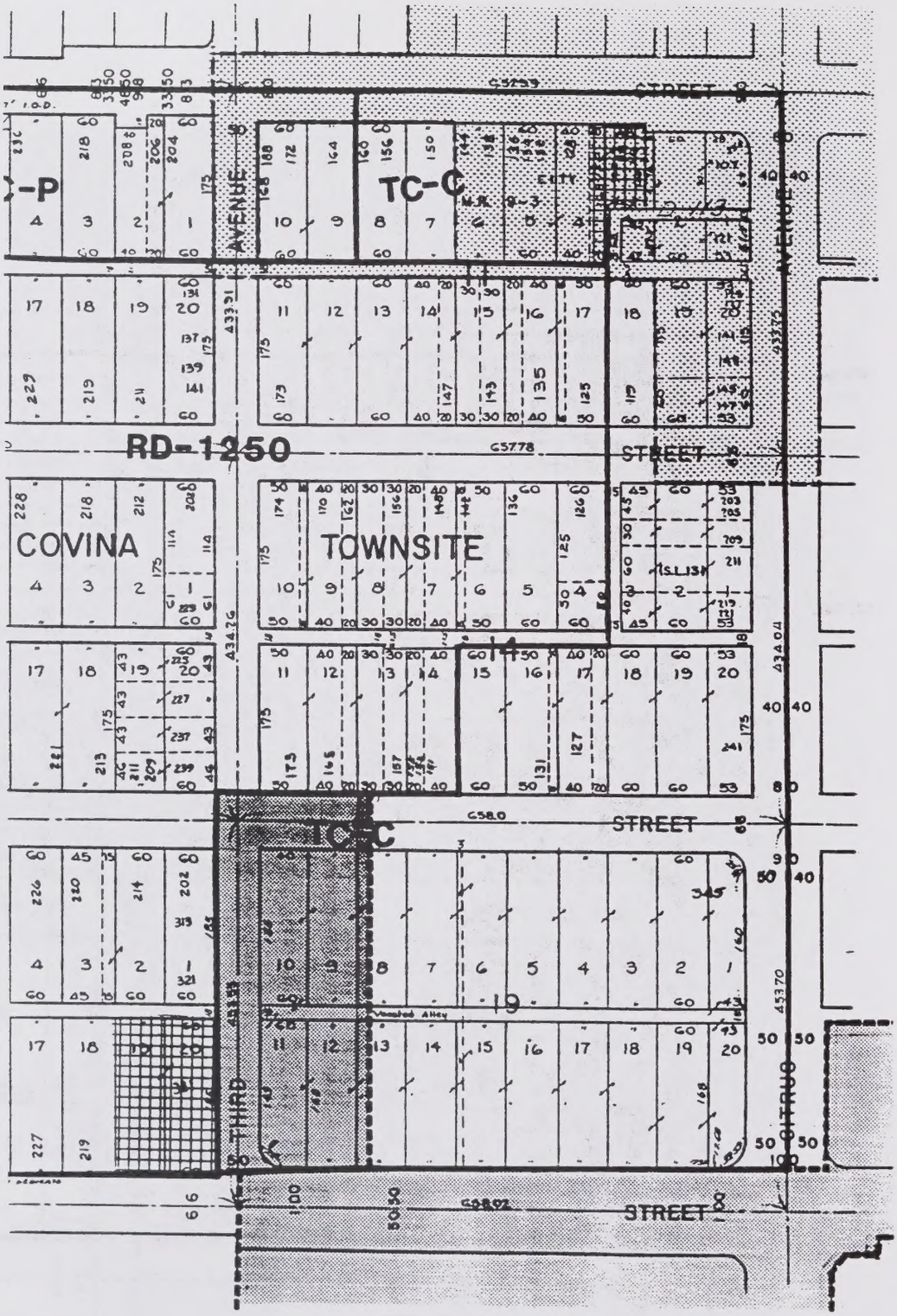
Location Of Potentially Hazardous Structures

FIGURE 10



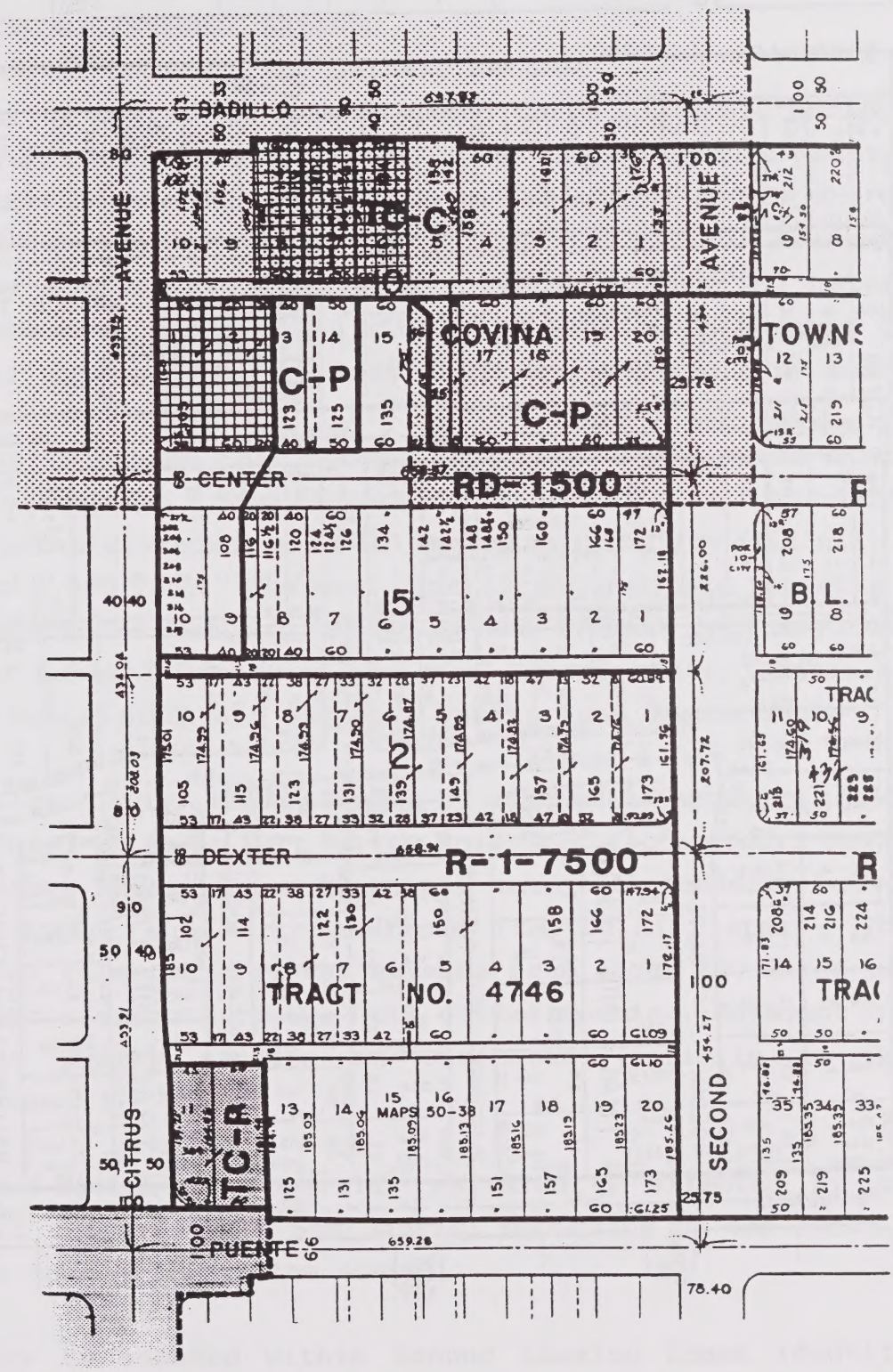
Location Of Potentially Hazardous Structures

FIGURE 1d



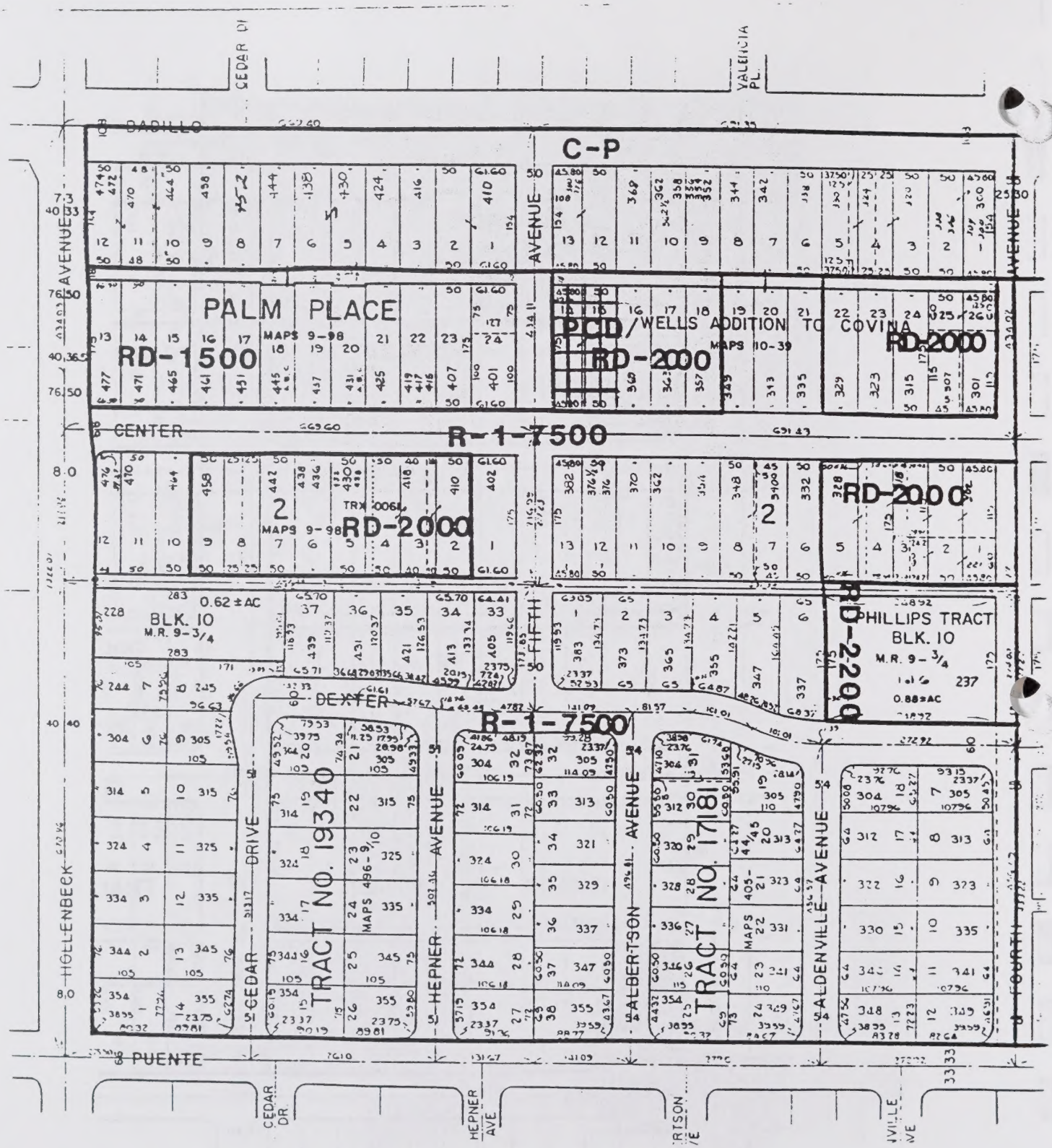
▦ Location Of Potentially Hazardous Structures

FIGURE 16



Location Of Potentially Hazardous Structures

FIGURE 1f



Location Of Potentially Hazardous Structures

FIGURE 1g

III. GEOLOGIC/SEISMIC HAZARDS

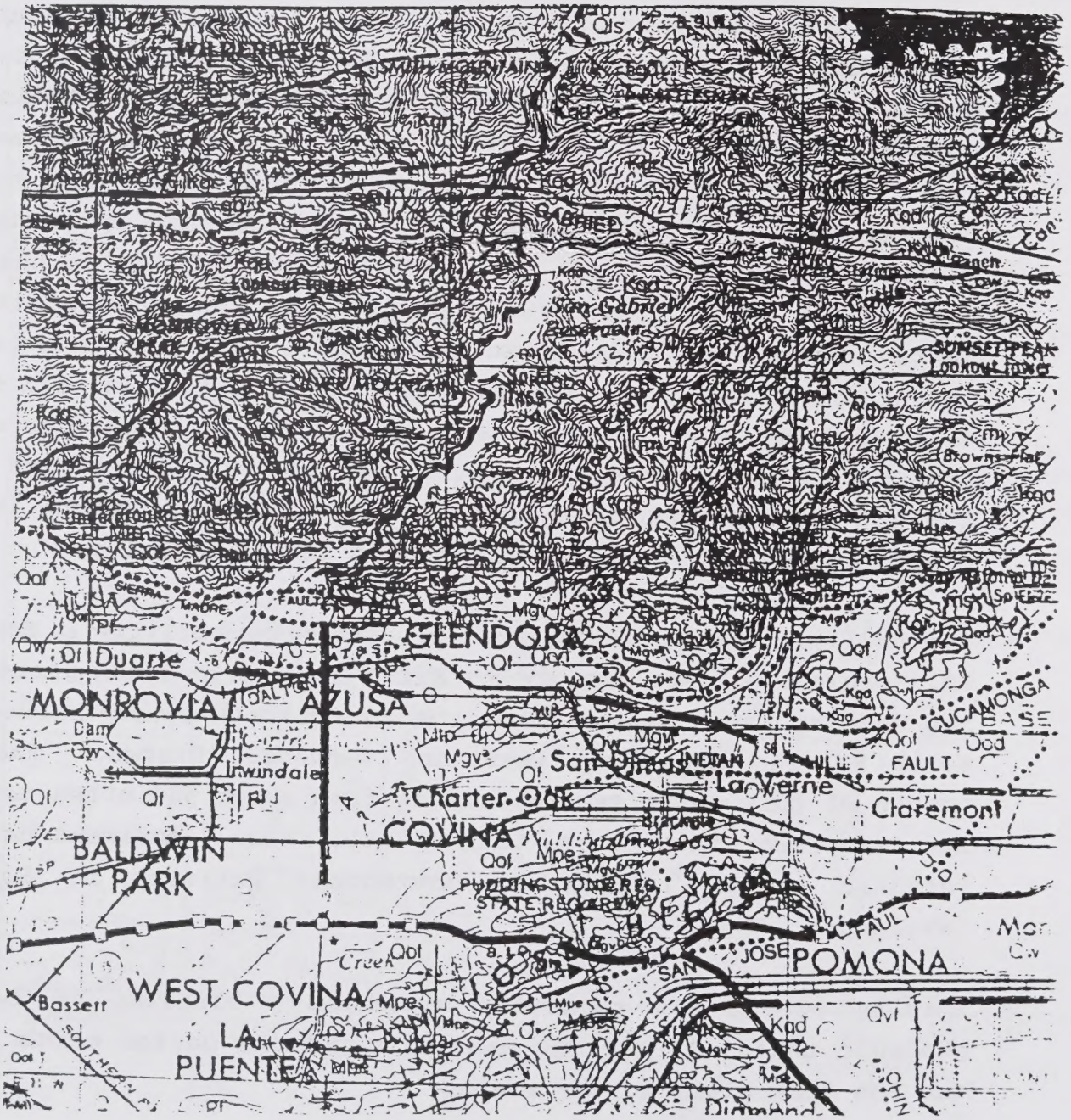
A. General Geologic and Seismic Setting

The City of Covina is located among three (3) basic geologic and physiographic features of terrain: 1) the San Gabriel Mountains to the north; 2) the San Jose Hills to the south; and 3) the eastern San Gabriel Valley to the west. The San Gabriel Mountains are composed primarily of relatively hard, igneous and metamorphic rocks which form the steep slopes of the mountain front and San Gabriel Canyon. The San Jose Hills are underlain by sandstone, siltstone and shale which are softer sedimentary units that are more easily eroded than igneous and metamorphic rocks of the San Gabriel Mountains. The eastern San Gabriel Valley is underlain by recent and pleistocene alluvial deposits or valley fill with depths of up to 3,000 feet. The most significant geologic features within the eastern San Gabriel Valley is the frontal fault system along the San Gabriel Mountains and the Sierra Madre, Duarte, Walnut Creek, Indian Hill and San Jose faults (see Figure 2).

Regionally, Covina is influenced by earthquake activity in Southern California, which is part of the North Pacific tectonic plate. The San Andreas Fault system forms the interface boundary between the North Pacific and North American (tectonic) Plates. The full length of this fault system extends from about 800 miles north of San Francisco south to the Gulf of California. Movement of these tectonic plates results in earthquake activity in Southern California.

Locally, Covina is generally seismically affected by two (2) geologic units: 1) the San Gabriel mountains on the north and 2) the San Jose Hills to the south.

The City is located within Ground Shaking Zones identified as numbers III and IV (see Plate I). This Zone designation is determined by three (3) factors: 1) distance from an active fault; 2) maximum earthquake which can be expected on that fault; and 3)



Source: U.S.G.S

Regional Geology Map

FIGURE 2

Community Dynamics

underlying soil conditions. Zone I would be exposed to the greatest potential seismic hazard; Zone II relatively lower; and Zone III significantly lower. The amount of ground shaking will depend on these three factors.

B. Overview of Geologic/Seismic Hazards

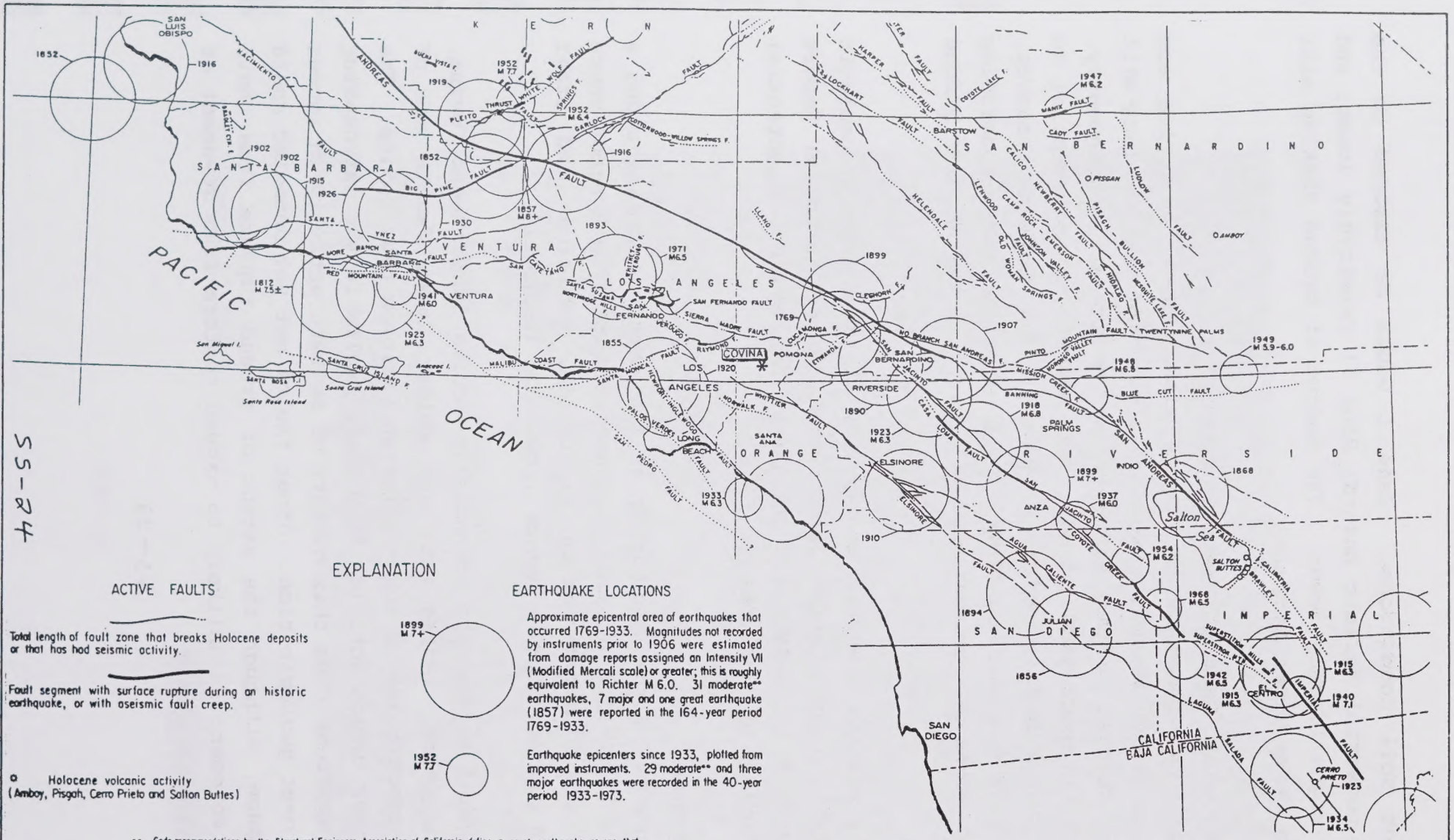
Considering the location of Covina with regard to active and potentially active seismic areas, it is expected that the City will experience further seismic activity in the future. Consequently, in order to protect public health and safety, it is essential to identify and appraise potential seismic and geologic hazards. These hazards can be classified into four major types, consisting of ground rupture, ground shaking, ground lurching, and ground failure.

While this section provides an overview of the potential geologic and seismic hazards Covina faces, the Envicom Technical Report (1975) located in Appendix C discusses in detail the potential seismic hazards of the area.

Ground Rupture

Ground rupture is the fracturing of the earth's surface along a faultline. Rupture can cause a ground surface displacement where utility lines, transportation facilities, buildings and other structures may experience severe structural damage.

Of the several active and potentially active faults near Covina, the Sierra Madre, Indian Hill and Walnut Creek Faults are of immediate concern due to their inferred location near Covina. The potential for future activity from these faults in the surrounding region is apparent from this history of seismic activity in recent years and over geologic time. Other faults not yet detected could induce damage, although the extent of ground rupture from their potential movement is unlikely to exceed rupture from movement of



EXPLANATION

ACTIVE FAULTS

Total length of fault zone that breaks Holocene deposits or that has had seismic activity.

Fault segment with surface rupture during an historic earthquake, or with aseismic fault creep.

Holocene volcanic activity (Amboy, Pisgah, Cerro Prieto and Salton Buttes)

EARTHQUAKE LOCATIONS

1899 M 7+

Approximate epicentral area of earthquakes that occurred 1769-1933. Magnitudes not recorded by instruments prior to 1906 were estimated from damage reports assigned an Intensity VII (Modified Mercali scale) or greater; this is roughly equivalent to Richter M 6.0. 31 moderate** earthquakes, 7 major and one great earthquake (1857) were reported in the 164-year period 1769-1933.

1952 M 7.7

Earthquake epicenters since 1933, plotted from improved instruments. 29 moderate** and three major earthquakes were recorded in the 40-year period 1933-1973.

** Code recommendations by the Structural Engineers Association of California define a great earthquake as one that has a Richter Magnitude of 7¾ or greater; a major earthquake 7 to 7¾; a moderate earthquake 6 to 7.

Compiled by Richard J. Proctor mainly from published and unpublished data of the *California Division of Mines and Geology*; *California Department of Water Resources Bulletin 116-2* (1964); selections from bulletins of the *Geological* and *Seismological Societies of America*; from C. F. Richter, *Elementary Seismology* (1958); and the *National Atlas*, p. 66.

FIGURE 3

Regional Fault Map

Community Dynamics

SS-24

those major faults already identified on the Regional Fault Map (Figure 3).

Ground Shaking

The most significant earthquake action in terms of potential structural damage and loss of life is ground shaking. Ground shaking is the movement of the earth's surface in response to a seismic event. The intensity of the ground shaking and the resultant damages are a function of the magnitude of the earthquake, distance from the epicenter, and characteristics of surface and subsurface geology which influences damage in fill soil vs. bedrock foundations, lake sediments, etc. This hazard is the primary cause for the collapse of buildings and other structures. The significance of an earthquake's ground shaking action is directly related to the density and type of buildings and number of people exposed to its effect.

Based upon the proximity to Covina of numerous fault systems previously identified and their history of seismic activity, there is little doubt that Covina will experience seismic shaking in the future. Also, the fact that Covina is a highly urbanized city indicated that a great potential exists for damage to structures and loss of life in the event of seismic activity.

Ground Lurching

As earthquake waves travel through the surficial earth materials, these materials are stressed. If the amplitude of the earthquake waves is great enough, the earth materials may be overstressed and break. This phenomenon, known as lurching, or ground lurching, results in cracks, fissures and displacement in the ground at places other than directly along faults. Unconsolidated and poorly consolidated materials are most susceptible to lurching, but in areas of very intensive shaking, lurching can occur in bedrock. All areas within the City of Covina have a moderate or high potential for lurching.

Ground Failure

Ground failure is the inability of the earth to maintain its normal strength. It may be manifested in several ways, including liquefaction, differential compaction, subsidence, or unstable slopes and landslides. These typically occur because of ground shaking, but they can also be induced by other conditions.

(a) Liquefaction occurs when ground shaking, seismic of otherwise, causes loosely consolidated saturated soils to lose cohesion and bearing strength, and respond as a fluid. Potential for ground failure through liquefaction is partially dependent on the depth of the water table. this may vary considerably from year to year in our area.

(b) Differential compaction and subsidence may both result in settling, tilting or uneven land surfaces. Differential compaction may occur when mixed soils of varying densities settle at different rates, or when underground oxidation of organic materials such as those found in land fills or former marsh areas occurs. Subsidence is generally a result of the withdrawal of underground water or petroleum, either by pumping or by other diversions, which disrupts the maintenance of the fluid levels.

(c) Slope instability and landslides have not been documented within the City. Some natural and man-made slopes of 20% and greater exist in Covina Hills (see Plate I, book pocket). However, development practices have taken these into consideration and successfully mitigated potential problems. Most of the City's remaining planning area exhibits stable slopes of less than 15%.

C. Types of Hazards

The seismic hazards can be grouped as a cause-and-effect classification that is the basis for the order of their consideration. Earthquakes originate as the shock wave generated by movement along an active fault. The primary natural hazards are

ground shaking, ground rupture along the surface trace of the fault, tsunamis and seiches. Secondary natural hazards result from the interaction of ground shaking with existing ground instabilities, and include liquefaction, settlement and landslides.

D. Faulting and Earthquakes

Earthquakes originate as the result of an abrupt break or movement of the rock in the relatively brittle crust of the earth. The earthquake is the effect of the shock waves generated by the break, much the same as sound waves (a noise) are generated by breaking a brittle stick. If the area of the break is small and limited to the deeper part of the crust, the resulting earthquakes will be small. However, if the break is large and extends to the surface, then the break can result in a major earthquake.

These breaks in the earth's crust are called faults. In California, faults are extremely common, and vary from the small breaks of an inch or less that can be seen in almost any road-cut, to the larger faults such as the San Andreas on which movement over many millions of years has amounted to hundreds of miles. In addition to the size of faults, their "age" is also important. Many large faults have not moved for millions of years and are considered "dead" or no longer active. They are not considered dangerous today.

Since faults vary as to the likelihood of their being the source of an earthquake, considerable effort has, and is continuing to be expended by geologists and seismologists to determine and delineate the faults likely to generate significant earthquakes. Faults are defined as active or potentially active. An active fault is one that "has moved in recent geologic time and which is likely to move again in the relatively near future and which have had surface displacement within Holocene time (about the last 11,000 years).

A potentially active fault as one "considered to have been active during Quaternary time (last 3,000,000 years) on the basis of evidence of surface displacement".

The activity of a fault is related to reoccurrence rate which can be derived in the following ways:

1. The analysis of the seismicity of a fault may reveal relationships that indicate that, at least statistically, earthquakes of particular magnitudes recur at regular rates. Data suitable for this type of analysis is available for only about the last 40 years.
2. The measurement of the movement of the earth on either side of the fault, or crustal strain, can sometimes be derived from survey data. This information is available for a longer period of time, but movement is often so small it is not detectable from ordinary data. Very accurate surveys have been conducted in recent years, but across only a few faults. If the rate of accumulation of strain is known, then the amount of time necessary to accumulate the strain necessary for an earthquake of a particular magnitude can be estimated from other relationships.

E. Capability of a Fault

The capability of a fault is defined as the largest earthquake, in Richter magnitude, that the fault will probably generate, if it should move. If a fault has moved during that part of the recent past for which magnitude data are available, the capability of that fault can be estimated from the historic record. However, if the activity of a fault is low, it may not have generated the largest earthquake of which it is capable during that time for which instrumental data are available. The capability of these faults can be estimated from their physical dimensions.

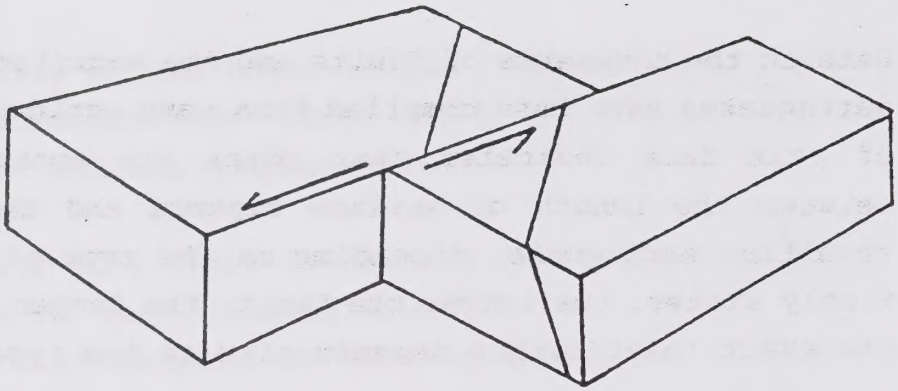
Data on the movements of faults and the magnitudes of the resulting earthquakes have been compiled from many worldwide sources. Review of this data indicates that there are empirical relationships between the length of surface rupture and the magnitude of the resulting earthquake, depending on the type of movement
Simply stated, the longer the fault, the larger the earthquake; but the exact relationship depends also on the type of movement.

Fault movement can be divided into three basic types illustrated in Figure 4. The type most commonly associated with recent activity is strike-slip movement because it is the dominant movement occurring on the San Andreas fault. It is characterized by horizontal slip of the two adjacent blocks relative to each other, with the dominant direction of movement being parallel to the trend of the fault. The alternative to strike-slip movement is dip-slip, or up-down, movement. Faults of this type, however, should be separated into those that result from a pulling-apart or tensional movement, and those that result from a pushing-together or compressional movement. The former are called normal faults and the latter are called reverse faults.

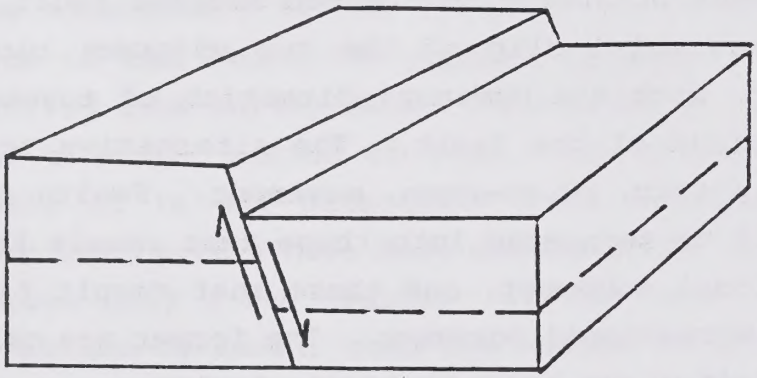
F. **Seismic Hazards Affecting Covina**

There are a number of active and potentially active faults in Souther California that have the potential of resulting in seismic events that may result in related hazards to the City of Covina. The following is a discussion of what is currently known of these fault systems and their related seismic history and hazard potential.

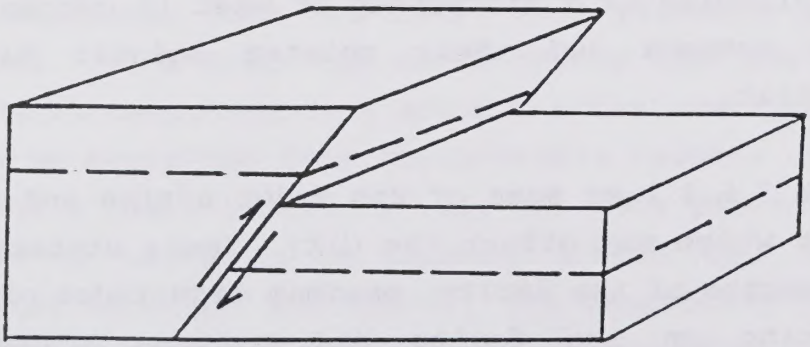
Tables 3 & 4 list some of the major active and potentially active faults which may affect the City, their distances from the City, the lengths of the faults, maximum magnitudes of historical quakes occurring on the faults and maximum probable and credible earthquake magnitudes which could be expected from the faults. No similar information is available for all faults such as the Walnut



Strike-slip or lateral fault



Normal (dip-slip) fault



Reverse (dip-slip) fault

Types Of Fault Movement

FIGURE 4

Community Dynamics

Creek, Indian Hill or San Jose faults. Figure 3 illustrates the location of these fault systems in their regional context and Plate I illustrates the location of the faults with respect to the City of Covina.

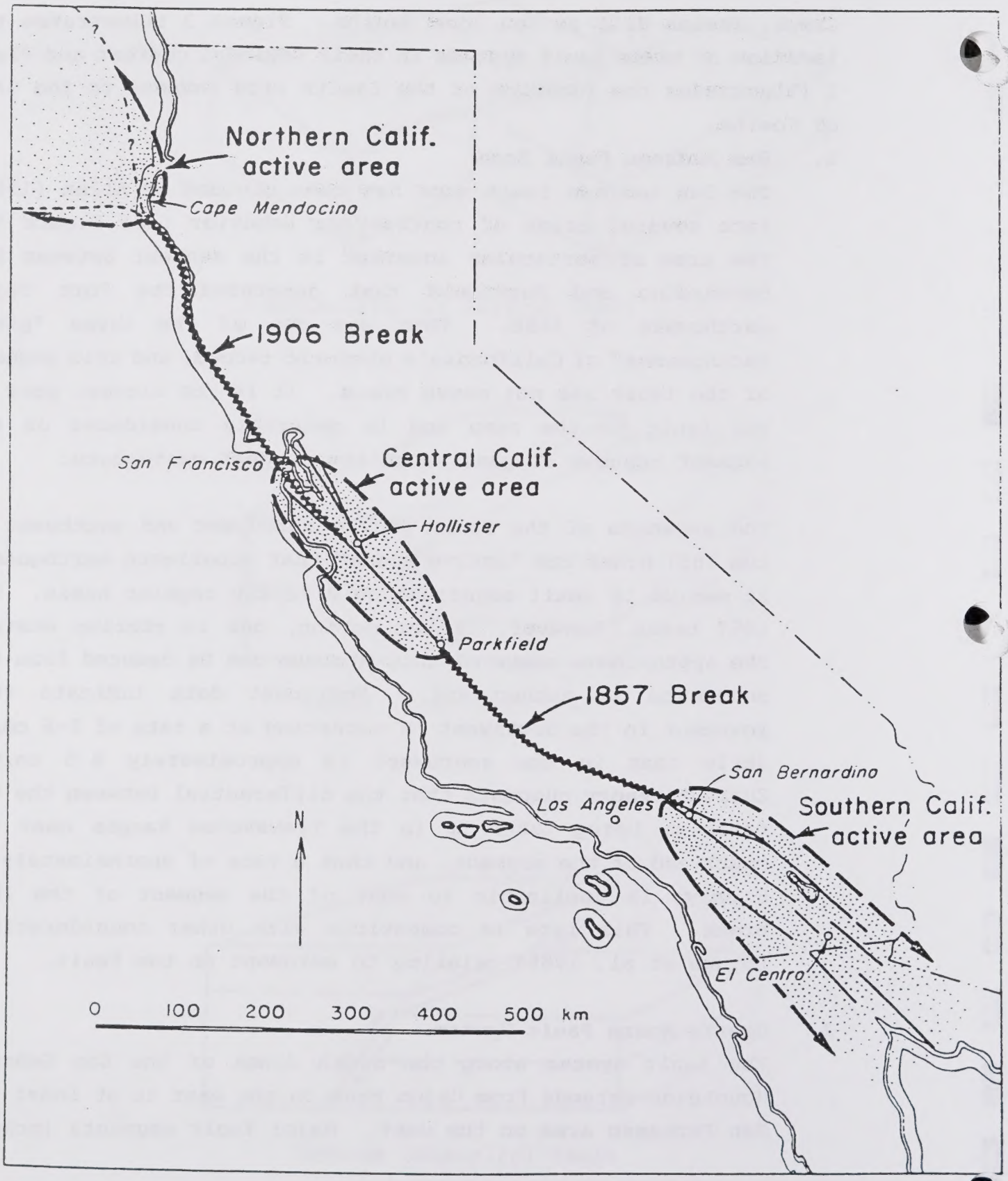
1. **San Andreas Fault Zone**

The San Andreas fault zone has been divided by Allen (1968) into several areas of contrasting behavior (see Figure 5). The area of particular interest is the segment between San Bernardino and Parkfield that generated the Fort Tejon earthquake of 1856. This was one of the three "great earthquakes" of California's historic record, and this segment of the fault has not moved since. It is the closest part of the fault to the area and is generally considered as the segment capable of generating the largest earthquake.

The segments of the fault to the northwest and southeast of the 1857 break are "active areas" that experience earthquakes of medium to small magnitude on a fairly regular basis. The 1857 break, however, is not moving, but is storing energy. The approximate range of this storage can be deduced from the movements at either end. Pertinent data indicate that movement in the northwest is occurring at a rate of 5-6 cm/yr while that in the southwest is approximately 8.5 cm/yr. Current theory suggests that the differential between the two rates is being taken up in the Transverse Ranges near the south end of the segment, and that a rate of approximately 5-6 cm/yr is applicable to most of the segment of the 1857 break. This rate is compatible with other considerations (Brune et al, 1969) relating to movement on the fault.

2. **Sierra Madre Fault System**

The fault system along the south flank of the San Gabriel Mountains extends from Cajon Pass on the east to at least the San Fernando area on the west. Major fault segments include



San Andreas Fault Zone Behavior

FIGURE 5

the Cucamonga, Sierra Madre, San Fernando, and possibly the Santa Susana and San Cayetano faults. Faults associated with the Sierra Madre System near the City of Covina, include the Duarte and Lower Duarte faults on the east and numerous unnamed segments along the extent of the Sierra Madre fault zone.

The primary evidence for the recent activity of this fault system is the 1971 San Fernando earthquake. This magnitude 6.4 earthquake occurred as the result of the upward (thrust) movement of the mountains by about 5 feet along a length of approximately 10 miles between Sylmar and Big Tujunga Canyon. It established that this fault zone is active, and the source of potentially damaging earthquakes.

3. Whittier Fault Zone

This northwest-trending fault zone bisects the Puente Hills. Seismicity attributable to the Whittier Fault has been high in recent years. Recent studies by Lamar (1971) also indicate its micro-seismicity in the Puente Hills is high. The maximum credible earthquake expected from this fault zone is magnitude 6.6. This fault is responsible for the magnitude 6.1 earthquake in 1987 and magnitude 4.5 earthquake in 1989.

4. Indian Hill Fault

The Indian Hill Fault passes through parts of and appears to terminate in Covina (see Plate I). It derives its name from Indian Hill Butte. There are no recorded epicenters along its trace. Recency of displacement on the fault is implied by its effect as a ground water barrier and the escarpment forming the southern edge of Indian Hill in Claremont.

5. Walnut Creek Fault

The Walnut Creek Fault is northeast-southwest trending and is approximately 10 miles in length, which passes through Covina (see Plate I).

This fault forms part of the northeast border of the San Jose Hills. The Walnut Creek Fault is a ground water barrier in the San Gabriel Valley and is shown on the Department of Water Resources Geologic Map in Bulletin 104-2. 31

There is very little published information on this fault, but it has been shown to offset recent alluvial deposits in the sub-surface and therefore is considered a potentially active fault.

6. **San Jose Fault**

The San Jose Fault forms a prominent groundwater barrier in the Claremont area, and is exposed at the interchange of the 210 and San Bernardino Freeways. At this location granite has been thrust south over Miocene sedimentary and volcanic rocks. Its trace westward is defined by topographic saddles, and the Puente Formation becomes overturned along it at Mt. San Antonio Jr. College. The fault has not been mapped to extend into the city limits of West Covina. Its overall length is about 15 miles. There is no surface expression of this fault on the alluvium.

7. **Raymond Hill Fault**

The Raymond Hill fault is located to the west of the study area and is probably active. It is unlikely that it would generate an earthquake of greater magnitude than those expected on the nearby Sierra Madre fault, and consideration of the latter in the ground-shaking analysis should equal or exceed the expected shaking from the Raymond Hill Fault.

8. **Workman Hill Fault Extension**

A northwestward trending buried extension of the Workman Hill Fault has been suggested by oil well records (Calif. Dept. Water Resources, 1966). This Fault can be seen in the hills east of Whittier Narrows Dam and its extension would lie under the cities of Industry, Rosemead, and San Gabriel. Its

location is based on a 3000-foot difference in depth to basement rock between two oil wells south of the San Bernardino Freeway.

9. **Malibu Coast Fault**

This fault extends from West Hollywood westward to Leo Carillo Beach where it continues westward offshore.

10. **Verdugo Fault**

This fault bounds the south flank of the Verdugo Mountains and appears to merge with the Eagle Rock-San Rafael Fault System in the vicinity of Verdugo Wash. The northwest-trending, north-dipping Verdugo Fault has thrust cretaceous basement rocks south-ward several hundreds of feet over terrace and alluvial deposits of Pleistocene and possible Holocene Age (less than 10,000 years). The fault is a low-angle reverse fault (thrust fault).

Low magnitude earthquakes (less than 3.0 which have been attributed to activity along the Verdugo Fault are occasionally recorded in the Burbank-Glendale area. No direct evidence of ground displacement has been observed associated with these low-magnitude seismic events (earthquakes).

The Verdugo Fault has a high potential for future activity and is capable of generating a magnitude 6.4 earthquake. It is not considered to have had seismic activity during historic time.

11. **Clear Water Fault**

The Clear Water Fault is an east-west trending fault approximately 28 miles long. This fault merges with the San Andreas Fault Zone in the northern part of Leona Valley.

The Mesozoic or older gneissic and granitic rocks north of the Clear Water Fault have been faulted upward and over the younger, Paleocene Martinez Sandstone. Assuming that the

strain developed on the San Andreas Fault would result in shear failure, then it is logical to assume that rupture along the Clear Water Fault is the result of compressional forces. The determination of the amount and type of displacement on the Clear Water Fault is difficult; however, there is evidence to suggest a significant amount of vertical displacement and some evidence of strike slip (horizontal) displacement. There is evidence that Pleistocene or post-Pleistocene displacement has occurred. On this basis and because of the fault's relationship to the San Andreas Fault, the Clear Water Fault is considered potentially active.

12. **Holster Fault**

The Holster Fault is approximately 13 miles in length extending from just east of highway 99 westward to the vicinity of Piru Creek. The surface trace of the fault is inferred to the intersect of the San Gabriel fault east of Saugus. Subsurface data in nearby oil fields demonstrate the Holster Fault is a southward dipping, sharply folded reverse fault. Subsurface exposures of this fault in the Metropolitan Water District's Saugus Tunnel show at least 14 feet of terrace deposits offset by this fault, which suggests that the fault is potentially active. This fault could conceivably generate a maximum credible earthquake of a 6.5 magnitude.

13. **Summary of Seismic Hazards**

Of those faults located within the adjacent region, only the Sierra Madre fault zone and its major branches, the Duarte and Lower Duarte fault, located north of Covina (see Plate I), are considered active and a significant hazard to Covina with respect to ground rupture. These faults are included in the requirements of the Alquist-Priolo Act, which prohibits the construction of any structure within 50 feet of any known active fault, and the State Geologist has established a Special Studies Zone along these faults.

The Indian Hill and Walnut Creek faults are not considered significant threats as they both are minor in nature, but are still considered as potentially active.

TABLE 3

ACTIVE FAULTS

SAN ANDREAS FAULT

Distance to Covina: 20 miles

Date of Historic Activity: 1857

Historic Magnitude: 8.0+

Estimated Parameters

Aver. Bedr.* Accel. (G)	Predom. Per.** (Secs.)	Dura. (Secs.)	Magnitude. (M) (Richt.)
	Full Length		
.21	.43	110	8.5±

SAN FERNANDO FAULT

Distance to Covina: 30 miles

Date of Historic Activity: 1971

Historic Magnitude: 6.4

Estimated Parameters

Averg. Bedr. Accel. (G)	Predom. Per. (Secs.)	Dura. (Secs.)	Magnitude. (M) (Richt.)
	Full Length		
.09	.29	14	6.4

Source: County of Los Angeles

* Average bedrock acceleration G force. Acceleration is rate of change of velocity, felt as a force by objects. Measured here in g's, where 1.0g is the acceleration of gravity.

** Predominant site point at which shock waves are measured in seconds.

TABLE 3 (continued)

ACTIVE FAULTS

NEWPORT-INGLEWOOD FAULT

Distance to Covina: 30 miles

Date of Historic Activity: 1933

Historic Magnitude: 6.3

Estimated Parameters

Aver. Bedr. Accel. (G)	Predom. Per. (Secs.)	Dura. (Secs.)	Magnitud. (M) (Richt.)
	Full Length		
.30	.35	21	7.4
	Half Length		
.20	.30	10	6.9
	1/5th Length		
.16	.28	4	6.3

WHITTIER-ELSINORE FAULT

Distance to Covina: 10 miles

Date of Historic Activity: 1987 & 1989

Historic Magnitude: 6.1

Estimated Parameters

Aver. Bedr. Accel. (G)	Predom. Per. (Secs.)	Dura. (Secs.)	Magnitud. (M) (Richt.)
	Full Length		
.26	.31	12	7.0
	Half Length		
.18	.29	6	6.6
	1/5 Length		
.10	.24	2	6.0

TABLE 3 (continued)

ACTIVE FAULTS

NORWALK

Distance to Covina: 20 miles

Date of Historic Activity: 1929

Historic Magnitude: 4.7

Estimated Parameters

Aver. Bedr. Accel. (G)	Predom. Per. (Secs.)	Dura. (Secs.)	Magnitud. (M) (Richt.)
	Full Length		
.28	.30	10	6.9
	Half Length		
.10	.28	5	6.4
	1/5th Length		
.10	.24	2	5.9

RAYMOND FAULT

Distance to Covina: 15 miles

Estimated Parameters

Averg. Bedr. Accel. (G)	Predom. Per. (Secs.)	Dura. (Secs.)	Magnitud. (M) (Richt.)
	Full Length		
.26	.35	15	7.3
	Half Length		
.21	.30	7	6.8
	1/5th Length		
.09	.25	3	6.1

TABLE 3 (continued)

ACTIVE FAULTS

SIERRA MADRE FAULT SYSTEM

Distance to Covina: 2 miles

Estimated Parameters

Averg. Bedr. Accel. (G)	Predom. Per. (Secs.)	Dura. (Secs.)	Magnitud. (M) (Richt.)
	Full Length		
.24	.35	14	7.2
	Half Length		
.20	.30	7	6.7
	1/5th Length		
.08	.25	3	6.0

TABLE 4

POTENTIALLY ACTIVE FAULTS

MALIBU COASTAL FAULT

Distance to Covina: 50 miles

Estimated Parameters

Aver. Bedr. Accel. (G)	Predom. Per. (Secs.)	Dura. (Secs.)	Magnitud. (M) (Richt.)
	Full Length		
.17	.35	15	7.3
	Half Length		
.12	.30	7	7.0
	1/5th Length		
.04	.25	3	6.1

SAN GABRIEL FAULT

Distance to Covina: 26 miles

Estimated Parameters

Aver. Bedr. Accel. (G)	Predom. Per. (Secs.)	Dura. (Secs.)	Magnitud. (M) (Richt.)
	Full Length		
.24	.38	24	7.8
	Half Length		
.15	.32	12	7.2
	1/5th Length		
.09	.28	5	6.5

TABLE 4 (continued)
POTENTIALLY ACTIVE FAULTS

VERDUGO FAULT
Distance to Covina: 20 miles
Estimated Parameters

Aver. Bedr. Accel. (G)	Predom. Per. (Secs.)	Dura. (Secs.)	Magnitud. (M) (Richt.)
	Full Length		
.15	.30	9	6.9
	Half Length		
.09	.28	5	6.4
	1/5th Length		
.04	.24	2	5.9

Source: County of Los Angeles

F. Secondary Hazards

1. Settlement

Settlement may occur in poorly consolidated soils during earthquake shaking as the result of a more efficient rearrangement of the individual grains. Settlement of sufficient magnitude to cause significant structural damage is normally associated with rapidly deposited alluvial soils, or improperly founded or poorly compacted fills. The former are generally limited to active stream channels in which the risk of flooding is far greater than settlement. The problem of poorly compacted or improperly founded fills is only indirectly related to seismic hazards in that strong ground-shaking may "trigger" an already existing instability. Such instabilities are just as likely, and often are more likely, to be "triggered" by other events such as heavy rainfall. The proper solution to such problems is to require that fills be placed under the supervision of a soils engineer, and, where hillside terrain is involved, also

under the supervision of an engineering geologist. In so doing, the engineer and geologist should take into account forces resulting from ground-shaking as specified herein or as developed from more detailed studies of site conditions.

2. Liquefaction

Liquefaction involves a sudden loss in strength of a saturated, cohesionless soil (predominantly sand) which is caused by shock or strain, such as an earthquake, and results in temporary transformation of the soil to a fluid mass. If the liquefying layer is near the surface the effects are much like that of quicksand on any structure located on it.

If the layer is in the subsurface, it may provide a sliding surface for the material above it. Liquefaction typically occurs in areas where the groundwater is less than 30 feet from the surface, and where the soils are composed predominantly of poorly consolidated fine sand.

As shown on the seismic hazards map (Plate I), the City of Covina is not subject to a high liquefaction potential. Details of soil types and grain sizes would have to be determined before a more detailed map could be drawn. Also, water table fluctuations occur which would make the boundary of the zone vary from season to season.

3. Landslides and Slope Stability

a. Types of Landslides

Landslides represent only one step in the continuous, natural erosion process. They demonstrate, in a dramatic way, the tendency of natural processes to seek a condition of equilibrium. The steep slopes of mountainous and hillside terrain are not in a state of equilibrium, and various erosional processes act on them to gradually reduce them to near sea level. Landsliding is an important agent in this cycle.

Several types of landslides commonly encountered include:

1. **Block glides** (Figure 6) - These are the largest, most impressive type of slide. The failure plane is controlled by zones of weakness such as bedding planes, joint planes, or formational contacts. Block glides typically occur in layered rocks of sedimentary or metamorphic origin where lateral support is removed by stream erosion.
2. **Arcuate failures** (Figure 7) - Arcuate failures are common in massive, unstructured material with relatively little resistance to shearing. These materials include thick sections of clay soil, and poorly compacted artificial fills. The zone of failure typically describes an arc rather than a plane, and the movement of the mass is partly rotational. Small arcuate failures, called slumps, are common along steep-banked streams, where the stream has cut through an existing soil zone.
3. **Mudflows** (Figure 8) - Mudlows involved very rapid downslope movement of saturated soil, sub-soil, and weathered bedrock. They originate in hillside areas where the soil horizon is well developed, but the soil has poor drainage characteristics. Large mudlows may have the energy to uproot trees and to carry along boulders several feet in diameter. Because of the speed with which they move, mudlows can be quite destructive, especially along the bottoms and at the mouths of canyons.
4. **Rockfalls** (Figure 9) - This phenomenon, much like an avalanche of loose rock, cascades down a steep slope, disturbing more material as it passes, becoming more widespread, until it reaches the bottom of the slope. The large talus slopes common in the San Gabriel Mountains are the debris deposited from rock falls.

They are prevalent where natural weathering produces angular fragments of material with little soil cover.

b. Relationships of Earthquakes to Landslides

Landslides should be considered a basic geologic hazard rather than one having an association just with earthquakes. The shaking of an earthquake only provides the triggering force to initiate down-slope movement of a previously unstable earth-mass. The prime factor is the unstable condition itself. Movement could just as easily be triggered by heavy rains, or by grading on a construction project.

c. Appraisal of Slope Stability

Appraisal of slope stability is based on a dual process of showing natural landslides where they have been mapped and are known to exist, and also a slope stability rating based on rock type and steepness of a slope. The latter is necessary for two reasons. First, data on landslides is incomplete, and many other natural landslides may be present besides those shown on Plate I. Also, natural landslides are only part of the problem. Development of a site may significantly alter the geometric relationships between topography and planes of rock weakness such as bedding, jointing or fault planes. In such areas, it is the tendency of certain types of rocks to develop landslides that is the important factor in evaluating the relationship between slope stability and land use.

Categories in the slope stability rating, as shown on Plate I, are based on the distribution of known landslides and the physical characteristics of mapped geologic units as follows:

Category	Description
0	Risk very low to nil. Includes primarily the flatter areas of the San Gabriel Valley. Instabilities limited primarily to local bank failures along streams.

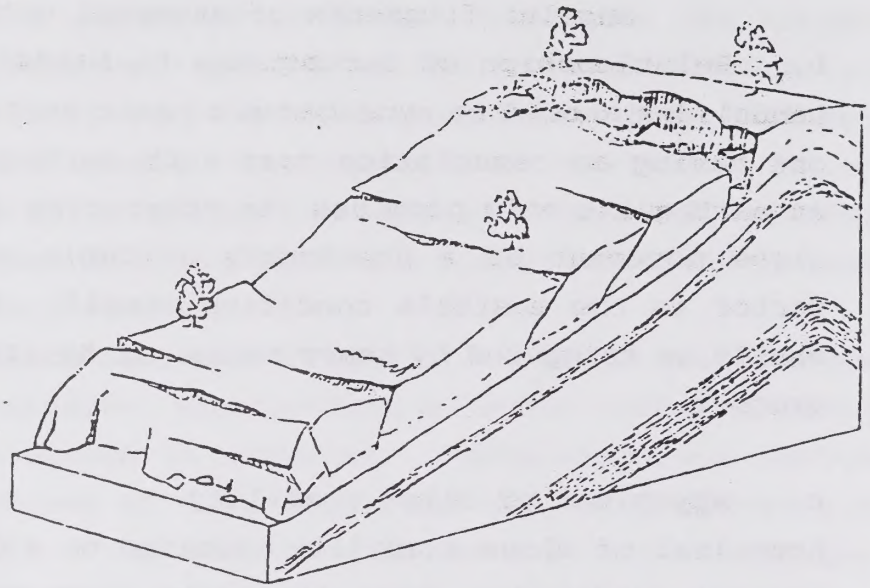


FIGURE 6 Block Glide Illustration

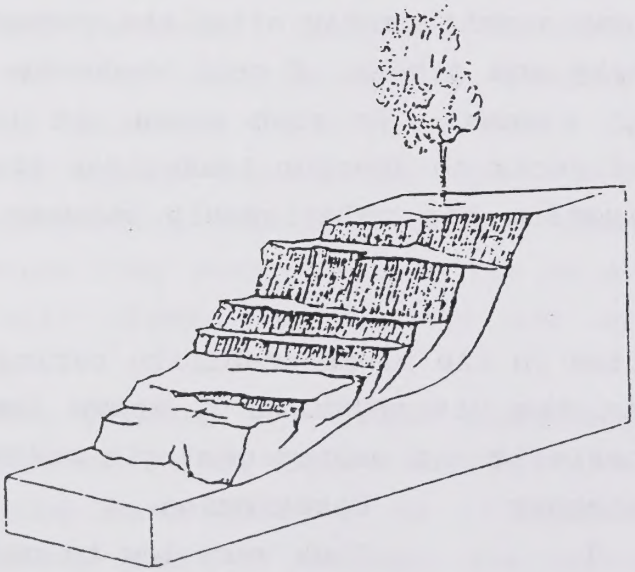


FIGURE 7 Slump Illustration

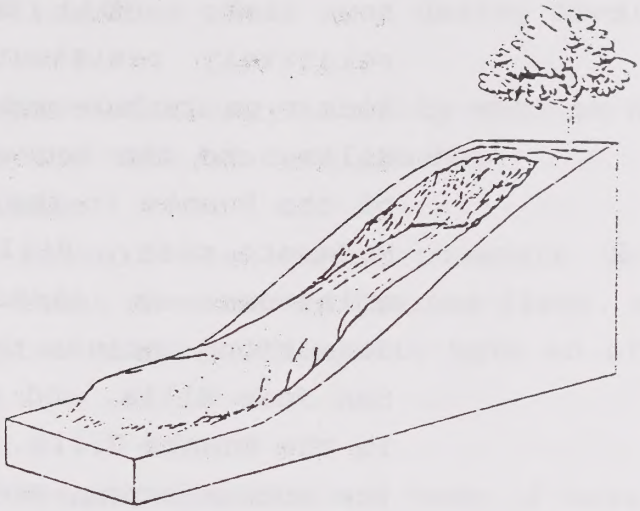


FIGURE 8 Mudflow Illustration

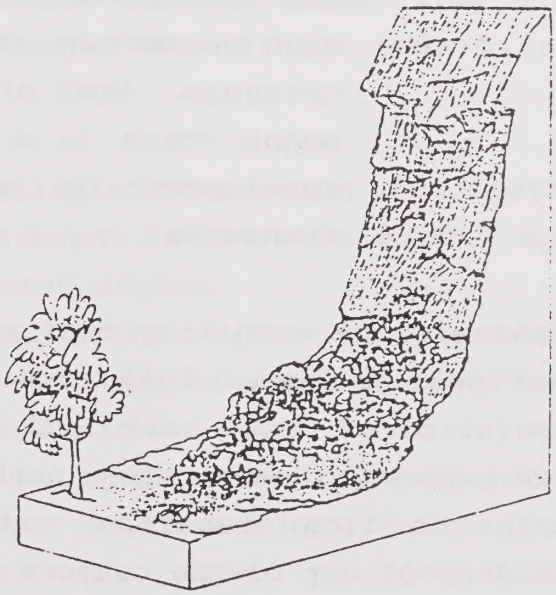


FIGURE 9 Rockfall Illustration

1 Low risk. Hill areas underlain primarily by relatively resistent sandstone or conglomerate. Rock type include middle Puente formation. San Jose Hills, and the Soquel and Sycamore Canyon members of the Puente in the Puente Hills.

2 Moderate risk. Hill areas underlain primarily by siltstone or mixed siltstone and sandstone. Formations include the Upper Puente and Pico in the San Jose Hills, and the Yorba Member of the Puente in the Puente Hills. In the San Gabriel Mountains, the south-facing, moderately steep slopes north of Azusa are included in this category.

3 High risk. Hill areas underlain by relatively weak rocks with a high clay content. Formations include the Lower Puente in the San Jose Hills and the La Vida Member of the Puente in the Puente Hills. In the San Gabriel Mountains, the steep slopes with a high percentage of landslides are included in this category. Most of Covina Hills are in zone 3 which means there is a potential for landslides unless development is engineered to County Geologists' standards.

The above slope stability rating does not include the effects of mud or debris flow. This type of instability results from the accumulation of rock, soil, and debris on steep slopes and in the canyon bottoms. Heavy rains, particularly after a fire, cause this material to flow downslope, either directly onto homes in the hillsides, or out of the canyons and into developments at the base of hills. As such, this type of instability is more directly related to heavy rain and fire than to seismic triggering or an inherent geologic instability. Also the extent of accumulations of material suitable for the formation of a mud or debris flow

tends to vary considerably over short distances and also with time depending on the modifications of an area during development.

Consequently, this aspect of slope stability must be handled on a site-by-site basis at the time of development.

4. **Tsunamis and Seiches**

Tsunamis, which are seismic sea waves, commonly called "tidal waves", are caused by fault movement on the sea floor, and commonly affect low lying coastal areas. They will have no effect on the City of Covina.

Seiches are standing waves produced in a body of water by winds, atmospheric changes, the passage of earthquake waves, etc. Studies of true seismic seiches are limited, but that by McGarr and Vorhis (1968) of seiches induced by the Alaska earthquake of 1964 indicates that the largest recorded wave heights (double amplitude) did not exceed 1.2 feet. Since this is less than wave heights that would be expected from wind-induced waves, true seiches are not considered as constituting a significant hazard in the City of Covina.

G. **Conclusions**

1. On the basis of available information, the Sierra Madre fault zone and the two adjacent faults, the Duarte and Lower Duarte faults, are considered active.
2. The primary seismic hazard in the City is strong to severe ground shaking generated by movement of the Sierra Madre, San Andreas or Whittier faults.
3. Information bearing on the risk of occurrence of various magnitude earthquakes on those three faults is developed in the text of the report. Based on these risk levels the following are recommended for consideration in the design of facilities as follows:

Use	Magnitude of Earthquake		
	Sierra Madre Fault	San Andreas Fault	Whittier Fault
Limited Occupancy	6.5	8.5	4.5
Normal Occupancy	6.5	8.5	5.2
Critical Facilities	7.5	8.5	6.5

4. Microzonation of the City is based on the distance to the earthquake-generating fault and the type of earth material present. The latter include bedrock, thick (200'+) alluvium: and thin (0-200') alluvium. The generalized characteristics of expected shaking to be applied to each use in each of the zones in the City are summarized in Table 10 of the attached Appendix B.
5. Landslides are a potential hazard in the soft sedimentary rocks of the San Jose and Puente Hills and the relatively hard but steep slopes of the San Gabriel Mountains. Based on the distribution of natural landslides, steepness of slope, and the physical characteristics of mapped geologic units, the study area is divided into four zones of relative slope stability: very low to nil, low, moderate, and high. The Covina Hills are subject to landslides based upon the instability of the bedrock. However, development activities could be located provided appropriate mitigation measures in accordance with County geologist specifications.
6. Tsunamis or seiching are not hazards in the City.

IV. RECOMMENDATIONS FOR SEISMIC SAFETY/SAFETY ELEMENT POLICIES AND PROGRAMS

In accordance with the General Plan Guidelines, the Covina Seismic Safety/Safety Element should contain goals, objectives, policies, principals, plan proposals and/or standards for the protection of the community from fire, flooding, earthquakes and other geologic hazards.

In accordance with the above requirements, following are recommended policies and programs related to geological seismic hazards which should be included in the City's Seismic Safety/Safety Element:

Policy

Reduce unacceptable levels of seismic risk by controlling land use and building design in identified fault zones and in areas where liquefaction, shaking and lurching are potential hazards.

Program: City's building and zoning codes should be periodically updated and revised where necessary to include appropriate technological advances in building construction and land use control methods.

Program: Develop an effective and safe land use policy in conjunction with the seismologic factors of earthquake hazards, including the development of separate standards for the following different uses: housing, commercial and industrial uses, and community and essential facilities.

Program: Amend, if necessary, any effected Elements of the existing General Plan, Zoning Ordinance, Subdivision Ordinance, Building Code, redevelopment program and capital improvement program.

Program: Update the Seismic Safety Plan as new knowledge, technology and data become available.

Program: The use of an Environmental Impact Report as per CEQA guidelines should be required in areas where seismic

hazards have been identified. (See Map).

Program: Insure application of the standards of the Uniform Building Code to assure a minimum risk level is achieved.

Policy

Reduce unacceptable levels of risk associated with hazardous structures.

Program: A program to mitigate hazardous structures should be implemented and monitored.

Policy

Reduce risks associated with a seismic event through periodic reviews evaluation of the Covina Emergency Plan.

Program: Coordinate emergency procedures and test drills with appropriate County and State agencies.

Policy

Reduce risks that may occur due to settlement of poorly consolidated soil.

Program: Require that fills be placed under the supervision of a soils engineer, and, where hillside terrain is involved, also under the supervision of an engineering geologist. In so doing, the engineer and geologist should take into account forces resulting from ground-shaking as specified herein or as developed from more detailed studies of site conditions.

V. REFERENCES

City of Covina, 1975, Policy Report, Public Safety and Seismic Safety Elements.

County of Los Angeles, 1981, Seismic Safety Element of County General Plan.

Envicom Corporation, Public Safety and Seismic Safety Elements, Technical Report, Cities of Azusa, Covina, Industry and West Covina.

International Conference of Building Officials, 1988, Uniform Building Code.

State of California, Division of Mines and Geology, 1973, Geology of Parts of the Azusa and Mount Wilson Quadrangles, San Gabriel Mountains, Los Angeles County, California, Special Report 105.

State of California, Division of Mines and Geology, 1986, Regional Geologic Map Series of the San Bernardino Quadrangle.

State of California, Office of Planning and Research, 1987, General Plan Guidelines.

State of California, Seismic Safety Commission, 1987, Guidebook to Identify and Mitigate Seismic Hazards in Buildings, Report No. SSC 87-03.

APPENDIX A

LIST OF POTENTIALLY HAZARDOUS STRUCTURES

POTENTIALLY HAZARDOUS STRUCTURES

The Following is a List of Property Addresses of Potentially Hazardous Structures in the City of Covina. Specific Structural Survey Forms for each of the following addresses are on file in the Covina Planning Department.

---

(01) 124 South Citrus Ave.

(02) 101 North Citrus Ave.
(03) 111 North Citrus Ave.
(04) 113 North Citrus Ave.
(05) 117 North Citrus Ave.
(06) 123 North Citrus Ave.
(07) 125 North Citrus Ave.
(08) 129 North Citrus Ave.
(09) 137 North Citrus Ave.
(10) 139 North Citrus Ave.
(11) 141 North Citrus Ave.
(12) 143 North Citrus Ave.
(13) 145 North Citrus Ave.
(14) 100 North Citrus Ave.
(15) 112 North Citrus Ave.
(16) 114 North Citrus Ave.
(17) 118 North Citrus Ave.
(18) 122 North Citrus Ave.
(19) 126 North Citrus Ave.
(20) 130 North Citrus Ave.
(21) 132 North Citrus Ave.
(22) 134 North Citrus Ave.
(23) 201 North Citrus Ave.

(24) 211 North Citrus Ave.
(25) 219 North Citrus Ave.
(26) 223 North Citrus Ave.
(27) 239 North Citrus Ave.
(28) 200 North Citrus Ave.
(29) 210 North Citrus Ave.
(30) 214 North Citrus Ave.
(31) 218 North Citrus Ave.
(32) 230 North Citrus Ave.
(33) 236 North Citrus Ave.
(34) 307 North Citrus Ave.
(35) 309 North Citrus Ave.
(36) 311 North Citrus Ave.
(37) 325 North Citrus Ave.
(38) 310 North Citrus Ave.
(39) 316 North Citrus Ave.
(40) 322 North Citrus Ave.
(41) 407 North Citrus Ave.
(42) 413 North Citrus Ave.
(43) 543 North Citrus Ave.
(44) 502 North Citrus Ave.
(45) 508 North Citrus Ave.
(46) 516 North Citrus Ave.

(47) 114 East Badillo St.
(48) 116 East Badillo St.
(49) 120 East Badillo St.
(50) 126 East Badillo St.
(51) 134 East Badillo St.

(52) 118 West Badillo St.
(53) 155 West Badillo St.

(54) 331 South Third Ave.

(55) 125 East College St.
(56) 151 East College St.
(57) 159 East College St.
(58) 163 East College St.
(59) 110 East College St.
(60) 124 East College St.
(61) 132 East College St.
(62) 140 East College St.
(63) 146 East College St.
(64) 160 East College St.

(65) 175 West College St.

(66) 116 School St.
(67) 120 School St.

(68) 112 Italia St.

(69) 110 Orange St.

(70) 200 North Second Ave.
(71) 542 North Second Ave.

(72) 321 East Front St.

(73) S/E/C San Bernardino and Second Ave. - SCE Sub Station

(74) 380 Center Street.

If a property owner feels that their building and/or site should not be included in the above list, the following evidence should be presented to the planning department in order to be excluded from the above:

1. Structural and building plans approved by the City of Covina showing that the building was constructed to present codes and State URM standards.
2. State certified engineering report that the subject building or buildings meet all City codes and URM requirements.
3. Documentation approved by the City that the building and or buildings were constructed in accordance with all City codes requirements for present day earthquake standards and meet all URM State standards.

APPENDIX B

SAMPLE LETTER AND RESPONSE FORM

SAMPLE LETTER

[Date]
[Mr./Ms.]
[ ]
PROPERTY LOCATED AT: [Address]
Dear [Mr./Ms.]

Widespread concerns over earthquake safety caused the State Legislature to pass SB 547 in 1986. This law requires every local jurisdiction in Seismic Zone 4 (in which the City of Covina is located), to create a list of "potentially hazardous buildings" that identifies certain buildings which contain walls constructed of brick or other masonry materials, built before earthquake resistant codes were enforced, and which do not have steel bars embedded in the walls. Such buildings, commonly called "unreinforced masonry buildings", may not withstand earthquakes well, and they have caused many injuries and deaths in large earthquakes.

The State has encouraged jurisdictions to enact local ordinances or other mitigation programs to reduce the hazard posed by these buildings. The City of Covina is in the process of developing a mitigation program that may require that certain buildings be brought up to the required standards. It is expected that this program will be in effect in the near future. Before this goes into effect however, public hearings will be held.

The City of Covina has completed the identification task, and has compiled a list of approximately 72 unreinforced masonry buildings. The building referenced above is on this list.

Before this list of "potentially hazardous buildings" is finalized, the City of Covina wants to be sure the list is accurate. If you believe that your building is not an unreinforced masonry building, or that the building is an unreinforced masonry building that does not need strengthening or has already been strengthened against earthquakes during past renovation work, please check the appropriate box on the attached form, and mail it within two weeks. Include information to support your opinion.

Sincerely,

[Name]
[Title]

SAMPLE RESPONSE FORM

[Name]
[Title]

Dear [Mr./Ms.]:

My property at _____/County Assessors' No. _____.

[ ] is not an unreinforced building. (Supporting information is attached).

[ ] has been structurally analyzed. Analysis shows compliance with minimum lateral force resistance requirements. (Supporting information is attached).

[ ] is an unreinforced masonry building and has been strengthened against earthquakes. (Supporting information is attached).

Approximate date of strengthening: _____

Comments:

Owner's Name _____
Mailing Address _____
Telephone No. ( ) _____
Date Mailed _____

Please fold and mail to: [Mr./Ms.]
[Title]
[Covina]
Planning Department
RE: UNREINFORCED MASONRY BLDGS.

NOISE STUDY

CITY OF COVINA
INC 1901
CALIFORNIA

NOISE STUDY

FOR THE

COVINA GENERAL PLAN NOISE ELEMENT

COVINA COMMUNITY DEVELOPMENT DEPARTMENT,
PLANNING DIVISION STAFF:

MICHAEL A. MARQUEZ, COMMUNITY DEVELOPMENT DIRECTOR
HAL B. LEDFORD, CITY PLANNER
SHELBY R. WILLIAMS, ASSOCIATE PLANNER
ALAN R. CARTER, ASSOCIATE PLANNER (NOISE STUDY WRITER
AND GENERAL PLAN UPDATE COORDINATOR)
JOANNE I. RUMPLER, PLANNING SECRETARY
DAVID R. LAW, FORMER PLANNING AIDE

APRIL 1993
REVISED MARCH 1994

FINAL REVISION MAY 1998

APPROVED BY PLANNING COMMISSION -
APPROVED BY CITY COUNCIL -

TABLE OF CONTENTS

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LIST OF MAPS

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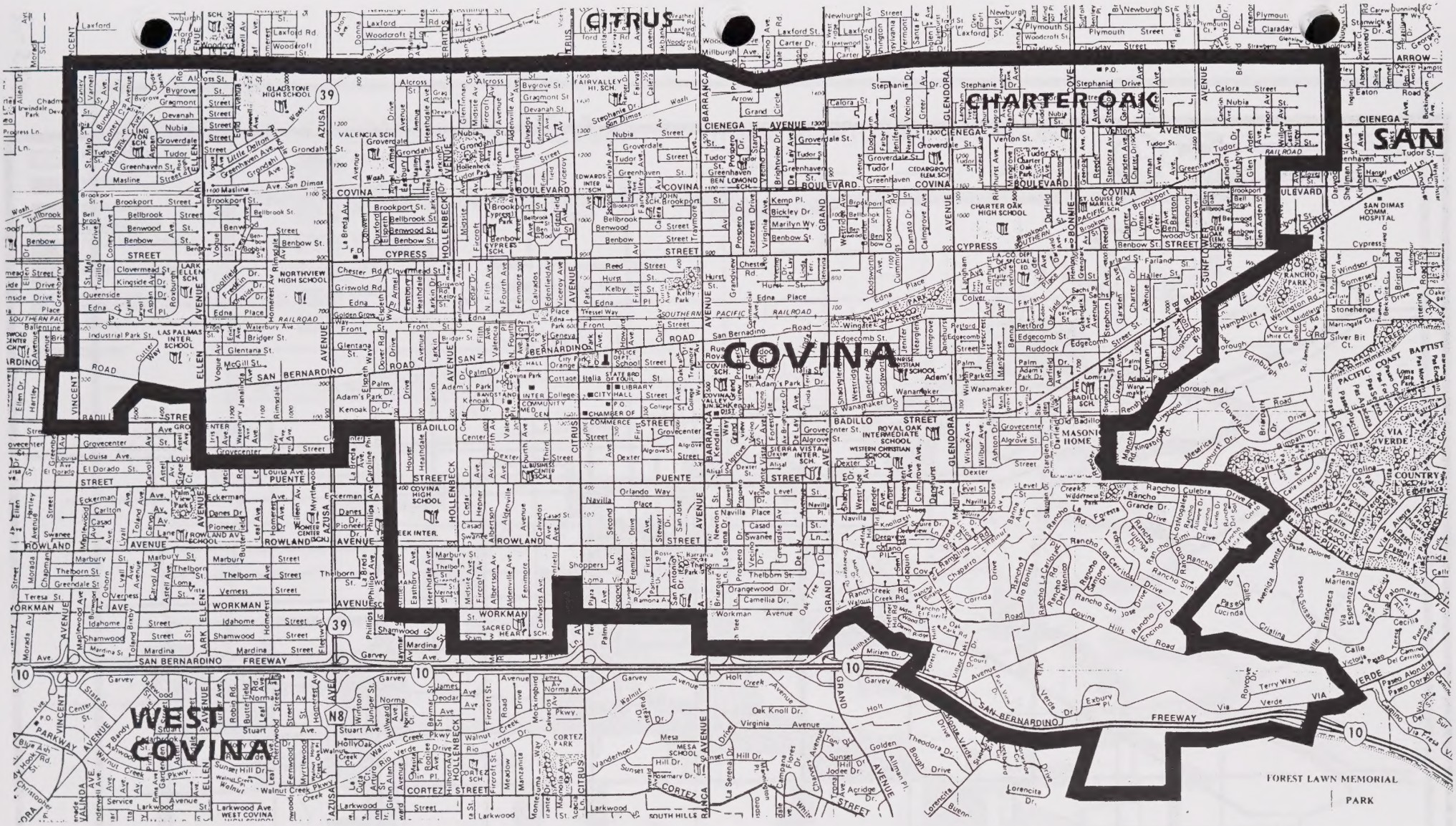


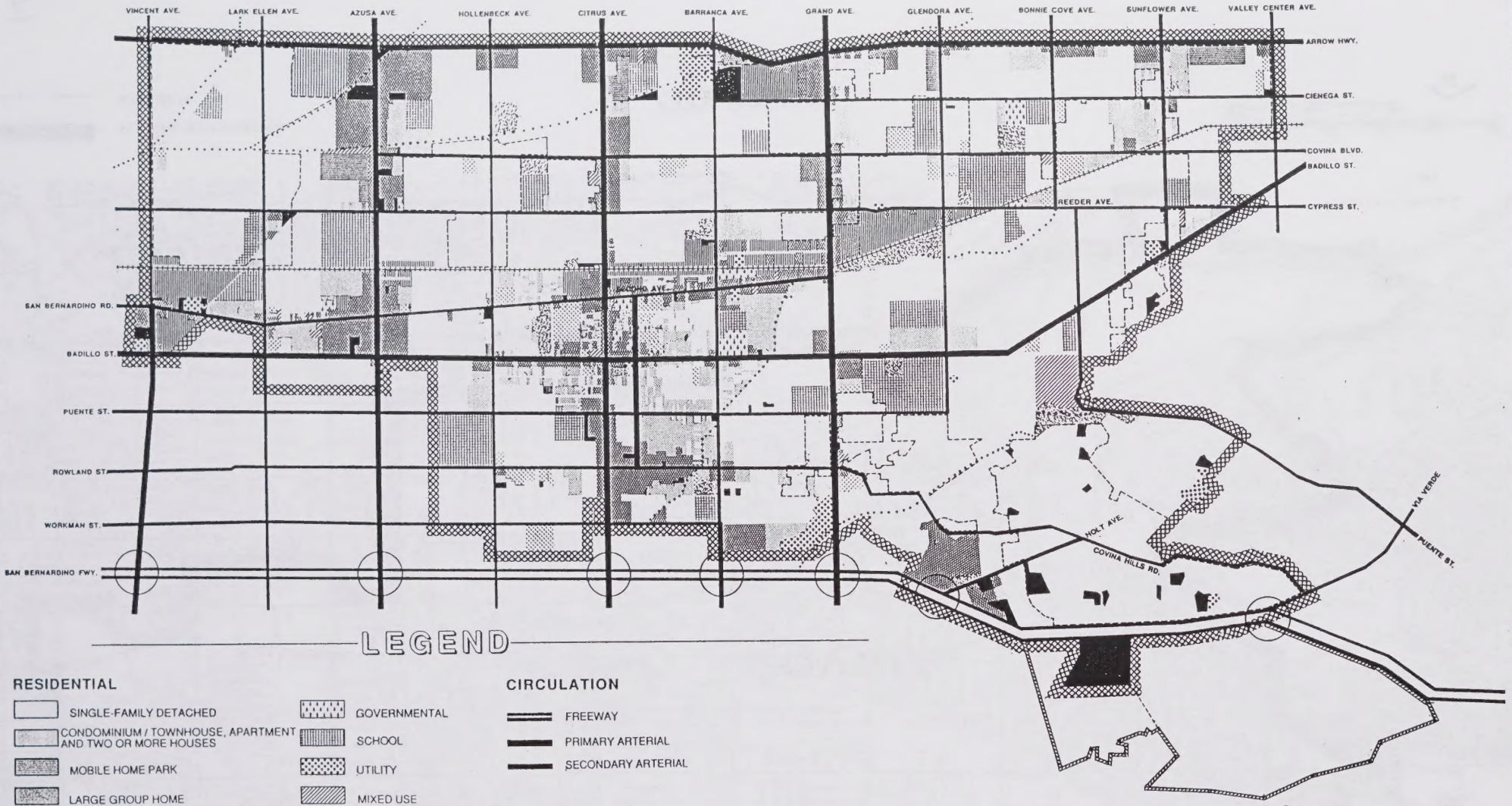
PLANNING AREA BOUNDARY

CITY LIMITS

CITY STREETS

MAP 1

COVINA GENERAL PLAN EXISTING LAND USE



LEGEND

RESIDENTIAL

- SINGLE-FAMILY DETACHED
- CONDOMINIUM / TOWNHOUSE, APARTMENT AND TWO OR MORE HOUSES
- MOBILE HOME PARK
- LARGE GROUP HOME

NON-RESIDENTIAL

- COMMERCIAL
- INDUSTRIAL
- INSTITUTIONAL
- GOVERNMENTAL
- SCHOOL
- UTILITY
- MIXED USE
- PARK
- PARKING
- VACANT LAND

CIRCULATION

- FREEWAY
- PRIMARY ARTERIAL
- SECONDARY ARTERIAL
- RAILROAD
- FLOOD CONTROL CHANNEL

BOUNDARIES

- PLANNING AREA
- CITY LIMITS
- STUDY AREA

MAP 2

NORTH

CITY OF COVINA

COVINA PLANNING DIVISION

SCALE : 1" = 1,000'-0"

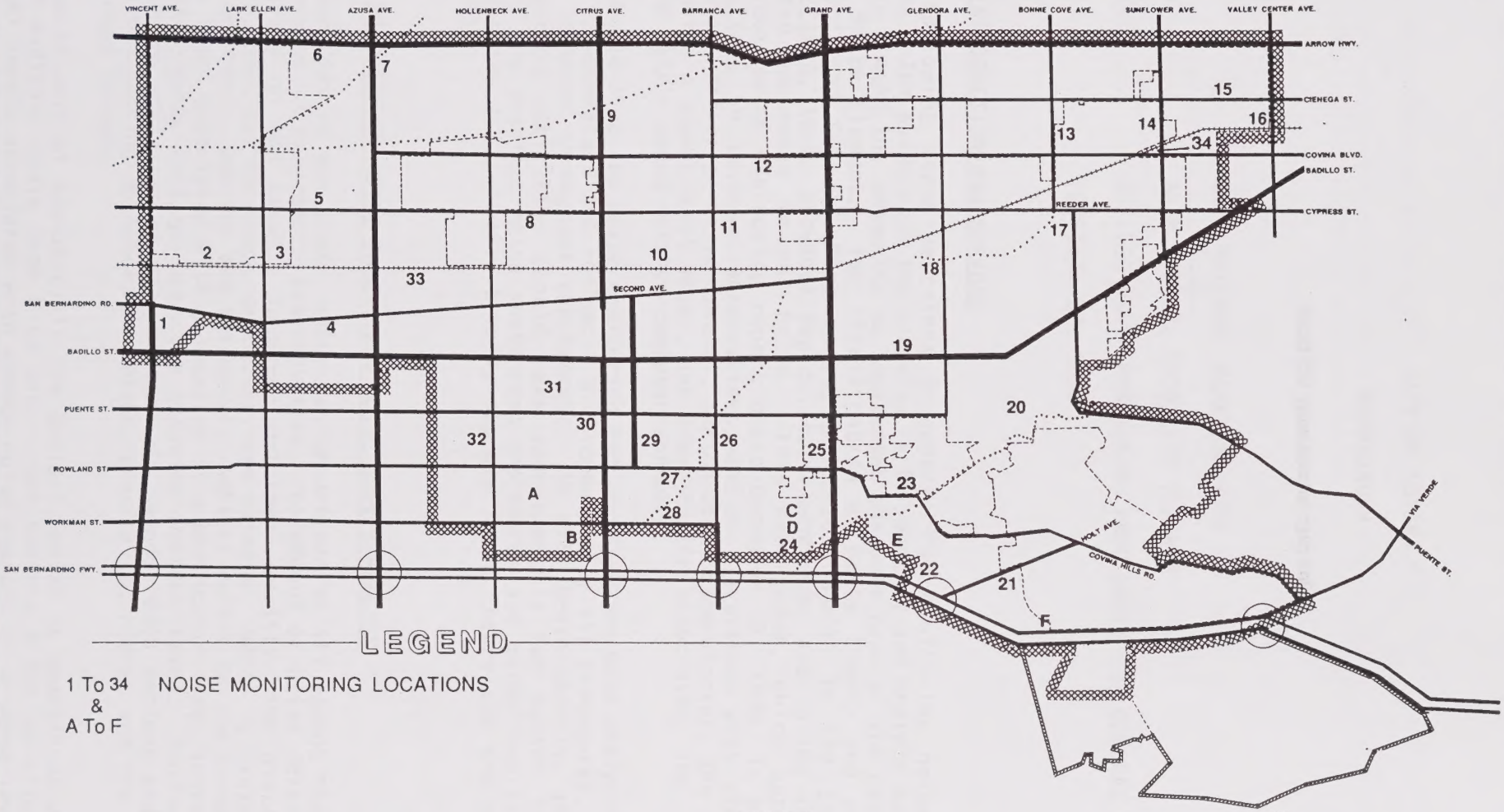
0 500 1000 1/2 MILE 1 MILE

350 750 2640 5280

N5-2

COVINA GENERAL PLAN

NOISE MONITORING LOCATIONS



MAP 3

* SEE ACCOMPANYING TEXT FOR PRECISE LOCATIONS AND SURVEY DATA

NS-3

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CITY OF COVINA

MEMORANDUM

TO: JOHN MULCAHY, PLANNING AIDE

a.c.

FROM: ALAN CARTER, ASSOCIATE PLANNER

SUBJECT: REVISED NOISE MONITORING PROCEDURES FOR GENERAL PLAN UPDATE

DATE: FEBRUARY 12, 1991

I. INTRODUCTION AND PURPOSE

The following paper describes procedures for monitoring noise levels in Covina. The purpose of the activity is to identify and analyze existing sound levels around the community to supplement the data base of the revised General Plan Noise Element. For clarification on noise theory and on the Noise Element and General Plan update processes, refer to the General Plan Guidelines, to my previous topical correspondence, and to the various noise related documents in our files. This memorandum, which supercedes the previous sound monitoring report dated December 27, 1990, is based on the Guidelines, on personal observations, and on discussions with officials from the State Office of Noise Control, Larson-Davis Laboratories, the manufacturer of Covina's sound level meter, and Brown-Buntin Associates, Inc., the writer of the City's sound related computer software.

You should find the noise monitoring and accompanying data analysis activities easy to understand and follow. I will demonstrate all procedures, and we will work together throughout the process. We will begin shortly, and the sound monitoring activities should take approximately two months to complete. Before the detailed noise monitoring procedures and guidelines are presented (in Section III), I will briefly explain sound theory and the noise survey process.

II. OVERVIEW OF NOISE THEORY AND NOISE SURVEY PROCESS

For purposes of our study, noise can be defined as all sounds that are heard by persons of reasonable sensitivities. The amount of noise detected depends primarily on the sound's loudness and tonal quality, the distance to the source, physical barriers, topograhy, and climate. Noise is broken down into two components, ambient and intrusive. Ambient refers to the normal, constant sound level associated with a location at a particular time; intrusive noises are the sounds that go over the existing ambient level. During the noise monitoring activity, we will examine all sounds, both ambient and intrusive, while considering distances to noises, physical barriers, and the other above mentioned factors.

The basic unit of acoustics is the decibel, which is quantified and analyzed on an auditory scale from 0 to 140. (See Exhibit A for an illustration of decibel levels associated with common noise sources.) A sound level meter is the device on which local decibel readings/noise conditions are identified and

studied. In Covina, for example, readings along major streets will vary, depending on the time of day, location, traffic volume, and outside activities, from 40 to 90 decibels. The most common midday decibel readings in a heavily travelled area such as Azusa Avenue just north of San Bernardino Road would be in the 65 to 75 range.

The Planning Division's hand-held sound level meter (Larson-Davis Laboratories Model 700 Dosimeter) will be utilized to take noise readings along the community's major streets and the San Bernardino Freeway and in a few residential neighborhoods. The emphasis of the study will be on Covina's principal roads and the Freeway because they constitute the primary local noise generators. State General Plan Noise Element law requires cities to examine the impacts of major noise sources on persons in their communities. The intent of the Noise Element statute is to identify, control, and, where possible, reduce public exposure to excessive sound levels by incorporating noise containment, mitigation, and abatement, objectives, policies, and standards in the comprehensive planning process. Once noise levels and related information is incorporated into the General Plan, the foundation is set for the creation and administration of an implementing noise control program, which is explained at the end of this Section.

When taking sound readings, the noise level meter will be contained in a specially adapted plastic case (a Pelican box) and attached in an appropriate manner to thirty-three street lights around the community and will run for twenty-four hours at each site. The selected lights along the major streets have been chosen primarily on the basis of high traffic volume (to reflect the highest noise conditions), the absence of sound wave barriers, and the factors listed in Exhibit D; the residential areas have been selected to ascertain sound levels for typical Covina neighborhoods, including areas adjacent to industrial or potentially noisy facilities. (In the community, although several residential neighborhoods abut industrial buildings, current noise problems, if any, are not believed serious because of very few complaints and because of the low to moderate intensity of the City's manufacturing/warehousing operations.)

At each noise monitoring location, the sound levels will be computed in terms of twenty-four hourly averages (again, inclusive of all ambient and intrusive sounds) and then entered into a special computer program, which will perform two tasks. The first will be to compute daily noise averages from the twenty-four hourly figures, an important and necessary planning descriptor. Secondly, for the major roads and sites near the Freeway (or, the "line" sources), the program uses the twenty-four hour averages to calculate the location of noise contours, which are lines drawn around the streets and Freeway on an appropriate map and charted on a table that demarcate zones of similar sound exposure. Noise contours, along with various other data, provide a framework for drafting land use patterns, circulation routes, housing districts, and related matters during revision of the Land Use, Circulation, and other General Plan Elements. Thus, as mentioned in the third paragraph above, noise levels are interrelated with many components of the General Plan. (Because the Plan is forward-looking, future noise contours later will be prepared.) The Noise Element also therefore serves as the basis for a day-to-day administered local sound control program, which includes a noise ordinance, various zoning provisions, and building sound insulation standards for certain developments. A noteworthy point, regarding the latter item, is that State planning and building laws require noise insulation for all new multiple-family dwellings constructed within the sixty decibel contour.

III. NOISE MONITORING STEPS

The sound monitoring and data analysis activities shall be conducted through following a five step process:

1. Calibrating Sound Level Meter
2. Programming Meter
3. Setting Up Meter in Field
4. Retrieving and Analyzing Data
5. Computing Noise Contours

Remember that I will demonstrate all steps for you. See me if you have any questions.

1. CALIBRATING SOUND LEVEL METER

The meter must be calibrated or fine-tuned either at the office or in the field prior to each programming. Calibration is attained by following the below directions:

a. First remove the meter and foam from the case and CAREFULLY detach the microphone from the pipe/stem.
b. Turn on the meter.
c. Press "menu" key.
d. Press "menu 4" key and answering "yes" to reset question.
e. Answer "on" to calibration question.
f. CAREFULLY insert microphone into the calibrator, and turn on calibrator. (Do not hold, insert, or remove microphone by cord.)
g. Adjust calibration screw, which is in back of meter, with special tool until a 114.0 decibel reading is attained. A .5 decibel drift is acceptable.
h. CAREFULLY remove microphone when calibration is complete and proceed immediately to step 2.

2. PROGRAMMING METER

The meter has several programmable functions, though you will have to set only the dates and times of operation, which will automatically turn the machine on for collecting data and then off again. I will program all other functions. The sound level meter may be set (after calibration) in the field or back at the office. Follow the instructions listed below:

a. Make sure sound level meter is on.
b. Press "menu" key, if not already in mode.
c. Press "menu 1" key and answer "yes" to reset question.
d. Press "next" key three times and then enter the two dates on which the machine will function.
e. Enter the start time at "run time 1," enter "99:00" for "stop time 1" and "run time 2," and enter the stop time under "stop time 2." The meter will thus be set to run for twenty-four hours. Remember that the device operates on military time. So if you intend to run the sound level meter from 12:00 p.m. one day to 1:00 p.m. the following afternoon, the "run time 1" and "stop time 2" would be entered, respectively, as "12:00" and "13:00." (Note: The sound level meter should be set to start at the closest hour to which the meter will be set up in the field. For example, if the time is 8:15 a.m. and you are ready to go out, set the machine to run at 9:00 a.m. But if you're in the office and it is, say, 8:55 a.m., program the meter to

turn on at 10:00 a.m. This will allow enough time to drive to the site.)

f. Remember that during this process you do not need to program or change any other menu functions.
g. Change battery (Duracell only) before putting sound level meter back in case or Pelican box. The meter will not run continuously for twenty-four hours unless there is a new or barely used battery. To prevent possible programming memory loss, do not keep the meter unattached to a battery for more than three minutes.
h. Now place sound level meter in Pelican box and CAREFULLY attach microphone through washer at end of stem.

3. SETTING UP METER IN FIELD

Before beginning the sound monitoring, we will need to secure written permission from Southern California Edison and any other applicable utility company. Call Edison and see what information is needed. A cover letter and Exhibits B and C, which specify noise monitoring locations and street light identification numbers, probably should suffice.

After steps 1 and 2 above have been completed, chain up the plastic Pelican box (with the light chain) and go to the selected noise monitoring location or street light. Noise readings will be taken from thirty-three street lights that are indicated in Exhibits B and C. Each site has been carefully selected on the basis of the guidelines listed in Exhibit D. If for some reason a new location or an additional site is needed, refer to Exhibit D and see me to ensure that the new site is acceptable. Also, keep in mind that the sound level meter should be placed only in its accompanying Pelican box, which has been specially assembled for the task at hand (i.e., small and lightweight, fastens easily and inconspicuously to street lights, and accurately measures sound waves).

When setting up the sound meter in the field, keep these pointers in mind:

a. Study the noise monitoring location information (Exhibits B and C) to become familiar with the sites. You should be systematic in placing the case at the various locations. For example, you may wish to start at street light number one and proceed in numerical order to the following sites. Be sure to somehow check off the locations as monitoring is completed. (If two noise meters are used, I will tell you at the earliest possible time how the sites/workload will be divided.) Have a good note-taking system too. If there is, say, a problem with a site, write down the problem by location number and see me.
b. Before setting up the sound level meter, make sure there is no rain in the weather forecast. Rain will distort the noise environment (as will excessive wind) and could damage the microphone. If the microphone somehow gets wet, let it (and thus the entire meter) dry out for a day or so and then test. There may not be a problem.
c. Make sure the case has City of Covina identification on the outside. A business card is sufficient.
d. Sound monitoring should be conducted between Monday through Friday only so that the readings reflect the weekly period when there is likely to be more overall noise.
e. When setting up the noise meter at certain locations, it may be best to avoid the period when children or other possible disturbers are likely to pass by (e.g., shortly before school begins and right after it ends).

f. Before going out in the field each day, make sure you have the ladder, keys, and all other needed items and materials. Bring the printer, paper, calibrator, a new battery, and a spare windscreen if you plan to complete Steps 1 through 4 in the field, which usually is easier than coming back to the office. In addition, always have another body with you to hold the ladder and to provide other assistance. I will help most of the time.
g. Handle the Pelican box with care in the field and, before securing to light post, make sure that microphone is snug in the washer, that the washer is adequately taped to the end of the stem/pipe, and that the windscreen is properly attached.
h. Fasten securely Pelican box to street light first with metal straps on the case and then with heavy chain. Make sure ends of the chain and straps do not dangle (to avoid erroneous noises). Position box on street light perpendicular to and approximately twelve to fifteen feet above the ground and facing the street. (The meter actually can be up to twenty feet from the ground, if necessary.) Once again, make sure the microphone and windscreen positions are OK.
i. After monitoring noise at each site, prepare a general "meter location plan," which will serve to document surrounding physical conditions and to illustrate that proper noise monitoring locations as specified in Exhibit D are being utilized (e.g., away from buildings or other structures that could cause sound wave reflection problems and thus skew the noise readings). See me for clarification.
j. Do first a trial study to ensure your familiarity with the process and the adequacy of the guidelines and procedures contained in this report.

4. RETRIEVING AND ANALYZING DATA

Immediately after every noise monitoring activity and prior to calibration and reprogramming, the data that has accumulated over the preceding selected twently-four hour period must be retrieved and studied. This again can be done in the field, which may be easier, or back in the office. Data will be accessed by utilizing Planning's Diconix (InkJet Model 150) printer. The following items explain this process:

a. Turn on the printer, and feed in (from rear) two pieces of computer paper. (Note: the printer must be on and "on line" before proceeding to next step, which is connecting to sound level meter.)
b. Connect printer's computer cable to noise meter at port. (The meter should turn on automatically.)
c. Press "menu" key and then press "menu #6" key.
d. Answer "no" to the "data reset" question and "yes" to the printing of the data and interval reports. Answer "no" to the "exceedance" and "history" queries, as they are not needed.
e. Answer "yes" to the "print" question, which appears at the end of the cycle. Printing will now begin.
f. Once printing is complete (see sample on Exhibit E), quickly check the Data and Interval Reports to make sure that a) the machine ran for twenty-four hours and b) the hourly sound level averages ("LVLs") are correct. Depending on the street, LVLs should vary from 40 to 60 between 10:00 p.m. and 6:00 a.m. and from 50 to 75 between 6:00 a.m. and 10:00 p.m. You can also check the minimum and maximum readings. Be sure to show me the printouts. If there are any inaccurate data, the site may have to be remonitored.
g. Assuming that everything is all right after the sound monitoring session and that the data is valid, mark the sheets with the site location number (again, refer to Exhibits B and C) and file, change

the battery of and recalibrate and reset the meter, and move on to the next site.

5. COMPUTING NOISE CONTOURS

Once the above four steps have been completed for a few sites, we will enter the data (or hourly noise figures) into a special computer program that computes the typical daily sound level averages and, regarding the major streets and Freeway, the location of noise contours. (Noise contours will be computed for residential neighborhoods--both those selected for this study and any others--only if major noise problems are identified.) This process is described below:

a. First, gather all thirty-three site data printouts and the computer program ("NANCO," on a floppy disk) and proceed to Marilyn, Paul's or another DOS based computer. (Unfortunately, the program will not work on the Apple system.) We will have to work around the schedule of the person whose computer is used.
b. Insert "NANCO" disk in the computer disk drive.
c. Turn on both disk drive and monitor, and wait a few seconds. The noise program menu (Exhibit F) will now be on the screen
d. Select Program 9. (See Exhibit G.) It is the LDN (or average daily sound level) that we wish to compute. LEQs, the numbers on which the LDNs are based, appear as the LVLs on the printed Interval Reports (Exhibit E). To figure LDNs, simply enter the 7 a.m. to 10 p.m. hourly LVLs for "daytime LEQs" and the 10 p.m. to 7 a.m. hourly LVLs for the "nighttime LEQs."
e. Print the calculated LDN numbers, and then go back to the menu.
f. Now, for the major streets and Freeway, get into Program 5 (See Exhibit H) to determine noise contours. When computing the contours, enter these figures:
    1) Reference S.P.L. - LDN number for site
    2) Reference Distance - See Exhibit C (This is the distance from the noise monitoring location to the center of the street or noise source.)
    3) Log Attenuation Factor - 15, for line sources or all streets and the Freeway
       20, for point sources or certain residential areas (See me)

    Then print out the noise contour information.
g. Be sure that the LDN and contour printouts for each location are correlated (or stapled together) and properly identified and filed.
h. Once this is complete, repeat the process for the other sites or turn off the computer. After the computer is off, be sure to remove the floppy disk.

This completes the noise survey process. Instructions on mapping and charting the noise contours, on developing future contours, and on other matters shall be discussed in upcoming memorandums. Again, let me know if you have any questions about the noise monitoring activities.

CC: Michael Marquez, Community Development Director
Hal Ledford, City Planner
Shelby Williams, Associate Planner
Lori Ludi, Planning Aide

Sound Pressure Level

DECIBEL SCALE

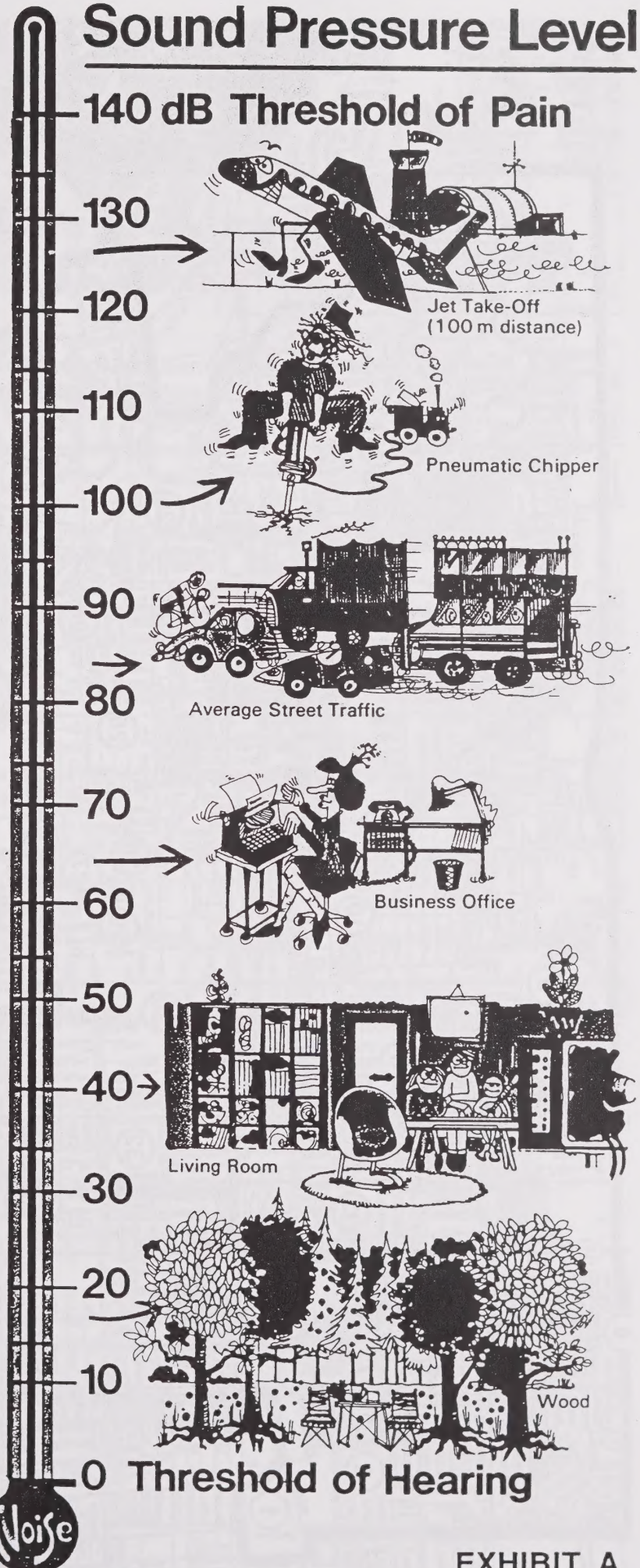
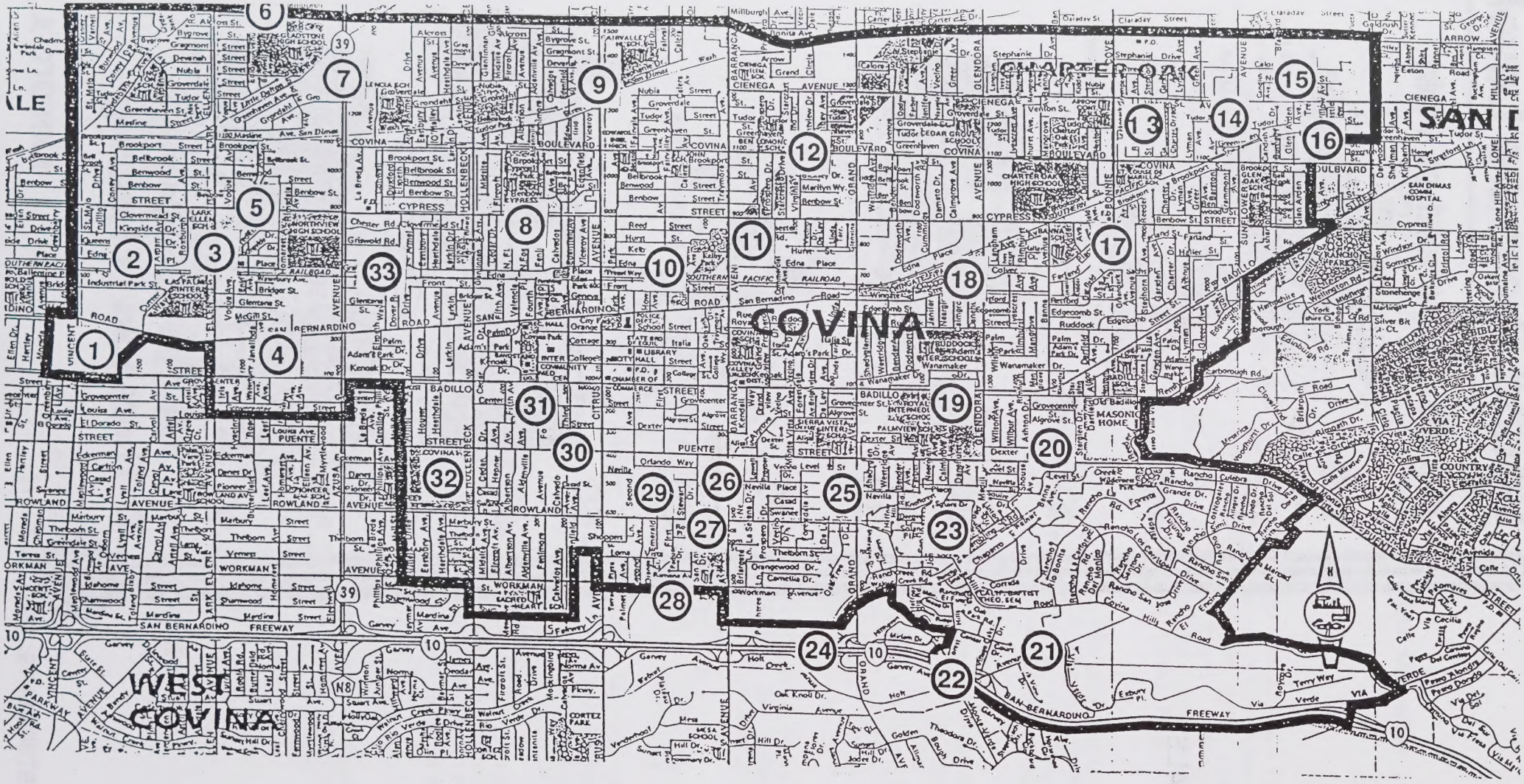


EXHIBIT A

OURCE: BRUEL & KJAER INSTRUMENTS, INC. NS-11



INDICATES NOISE MONITORING LOCATIONS
(See Exhibit C For Specific Placement Directions)

COVINA PLANNING AREA

NOISE MONITORING LOCATION MAP

Map Source: Covina Chamber of Commerce, 1988.

N

EXHIBIT B

NS-2

NOISE MONITORING LOCATIONS*

* NOTE: ALL LOCATIONS REFER TO SOUTHERN CALIFORNIA EDISON-OWNED STREET LIGHTS. THE NUMBERS LISTED AT THE END OF EACH LOCATION DESCRIPTION APPEAR ON THE STREET LIGHT TAGS. SOME LIGHTS DO NOT HAVE TAGS AS INDICATED BY THE "NO #" NOTATION.

1. VINCENT AVENUE - Between Badillo and San Bernardino; third street light from San Bernardino - next to power pole; no #; Reference Distance 41 feet.

2. EDNA PLACE - Between Vincent and Roxburgh; boundary of houses at 16636 and 16642 Edna; #1711519E.

3. LARK ELLEN AVENUE - Between Lark Ellen Lane and railroad tracks; front of condominium at 655-709 Lark Ellen; #4043927E; Reference Distance 34.

4. SAN BERNARDINO ROAD - Between Lark Ellen and Rimsdale; in front of restaurant at 1118 San Bernardino; #2364602E; Reference Distance 32.

5. CYPRESS STREET - Between Lark Ellen and Homerest; in front of laundromat at 17026 Cypress; no #; Reference Distance 34.5.

6. ARROW HIGHWAY - Between Azusa and Homerest; western end of apartment complex at 273 Arrow; no #; Reference Distance 43.

7. AZUSA AVENUE - Between Arrow and Grondahl; west side of street; fourth light from Grondahl; #2218071E; Reference Distance 43.5.

8. FOURTH AVENUE - Between Cypress and Edna; in front of house at 820 Fourth; #1128594E.

9. CITRUS AVENUE - Between Arrow and wash; in front of apartment at 1288 Citrus; #4080746E; Reference Distance 41.5.

10. EDNA PLACE - Between Citrus and Curtis; in front of boundary of houses at 260 and 268 Edna; #1212985E.

11. HURST STREET - Just east of Barranca; in front of apartment at 536 Hurst; #1273186E.

12. COVINA BOULEVARD- Between Grand and Virginia; in front of house at 776 Covina; 1155416E; Reference Distance 31.0.

13. BONNIE COVE AVENUE - Between Covina and Tudor; in front of boundary of houses at 1130 and 1140 Bonnie Cove; #1711851E; Reference Distance 22.5.

14. SUNFLOWER AVENUE- Between Cienega and railroad tracks; in front of condominium at 1202-08 Sunflower; #4106029E; Reference Distance 33.5.

EXHIBIT C

15. CIENEGA AVENUE - Between Sunflower and Glen Arden; in front of house at 21062 Cienega; #1942921E; Reference Distance 34.5.

16. VALLEY CENTER AVENUE - Between Covina and Greenhaven; on border of houses at 534 and 642 Valley Center; no #; Reference Distance 44.5.

17. REEDER AVENUE - Between Cypress and Farland; on border of houses at 839 and 847 Reeder; no #; Reference Distance 32.

18. GLENDORA AVENUE- Between Wingate and Colver; in front of condominium at 614-634 Glendora; #2221611E; Reference Distance 32.

19. BADILLO STREET - Between Glendora and Nearglen; on grass strip separating two streets - at boundary of apartment buildings at 1215 and 1221 Badillo; no #; Reference Distance 42.

20. ALGROVE STREET - Between Ashton and Starglen; in front of house at 1470 Algrove; no #.

21. HOLT AVENUE- Between Via Verde and Park View; in front of office building at 1430 Holt; #2377003E; Reference Distance 33.5.

22. GARVEY AVENUE- Between Forest Hills and Village Oaks; first street light west of middle entrance to Velvet Turtle and Embassy Suites; #2223107E; Reference Distance 190.

23. COVINA HILLS ROAD- Between San Joaquin and wash - south side; fourth street light east of San Joaquin; #126113E; Reference Distance 22.

24. GARVEY AVENUE- Between Barranca and Grand - north side; street light just east of eastern driveway at Holiday Inn - or next to wash; #2223107E; Reference Distance 135.

25. GRAND AVENUE- Between Puente and Covina Hills Road; in front of parking lot for office building at 580 Grand; #4043702E; Reference Distance 43.

26. BARRANCA AVENUE - Between Puente and Rowland; in front of apartment at 471 Barranca; #1330099E; Reference Distance 32.

27. ROWLAND AVENUE- Between Stewart and San Jose; on boundary of commercial buildings at 363 and 373 Rowland; #1887468E; Reference Distance 40.

28. WORKMAN AVENUE - Between Citrus and Barranca - south side; across street from boundary of houses at 305 and 313 Workman; #2213294E; Reference Distance 28.

29. SECOND AVENUE - Between Rowland and Navilla; at parking lot for office building at 536 Second; #2209130E; Reference Distance 30.

30. PUENTE STREET - Between Citrus and Aldenville; at rear driveway to shopping center- next to fire hydrant; no #; Reference Distance 42.

31. CENTER STREET - Between Fourth and Fifth; in front of apartment at 339 Center; #4110285E.

32. HOLLENBECK AVENUE- Between Rowland and Puente; in front of house at 472 Hollenbeck; #1682021E; Reference Distance 30.

33. GLENTANA STREET- Just east of Azusa and in front of apartment at boundary at 801 and 809 Glentana; no #.

NOISE METER LOCATION SELECTION GUIDELINES

Sound monitoring will occur while the noise meter is attached to thirty-three street lights around the community. (Refer to Step 3 of report for setup instructions.) Street lights serve as a good type of structure for noise meter attachment because of easy accessibility, proximity to noise sources, accuracy of data, and little chance of interference by pedestrians and utility company personnel. The thirty-three lights for this study have been selected on the basis of the below listed criteria, which must also be followed if additional or alternate locations are needed. As stated in Section II of the report, the emphasis of the noise study is on ascertaining sound levels along major streets and the Freeway, the primary noise generators. A few typical residential areas have been selected as well.

The criteria are:

1. For each major street to be monitored, refer to the Revised General Plan Traffic and Circulation Study and select the segment with the highest traffic volume, which equates to the most noise. (It is sufficient to study, at least initially, only one portion of each principal road. Although selecting the noisiest segment of each street will overestimate noise levels on the less busy portions, the methodology employed conforms to generally accepted sound monitoring principles and practices. The approach is easy to apply and essentially provides added noise protection for areas around lesser travelled segments. However, in situations where major discrepancies between actual and documented noise levels for particular portions of streets exist, the taking of additional readings may be appropriate.)

2. Select the residential neighborhoods (now locations 2, 8, 10, 11, 20, 31 & 33) on the basis of getting a mix of single-family and multiple-family/condominium areas in different parts of the City. At least two of the single-family and two of the multiple-family/condominium neighborhoods should be adjacent to industrial areas, which can be slightly noisy. These readings will identify typical noise levels for Covina's various residential areas. If necessary, additional residential areas can be monitored.

3. The freeway-oriented noise monitoring locations (now 22, 24 & 28) must be within two-hundred feet of the freeway right-of-way.

4. Any selected street light must be at a midblock location or at least four-hundred feet away from any intersection or major driveway. This will ensure that only the sounds emanating from the street under study are recorded.

5. The selected light should be at least fifty feet from any building or large wall. (However, in a situation where the distance between a street light and a building or wall is a little less than fifty feet and there are no alternatives, go with the site and note the situation.) This distance requirement is necessary to avoid the type of sound wave

reflection that would distort greatly the sound readings. In addition, try to avoid lights close to large trees. (Note: fastening the sound level meter to street lights, as proposed in this study, will result in minor, insignificant reflection that will inflate very slightly the noise readings. For the task at hand, this is acceptable.)

6. It is preferable to select a street light without signs or utility company equipment. Doing so will facilitate attaching and detaching the case and eliminate possibly excessive sound wave reflection. Also, try to locate the meter in an area where large trucks, which could block sounds, are not likely to park. An example of this would be along a red or no stopping zone or a portion of the street with little pedestrian traffic.

7. Make sure that the pelican box will not be 14" within watering range of any sprinklers.

8. Do not select a street light that abuts a park, school, nursery, youth center, or other facility where children or teenagers congregate and make unusually loud noises. Staying away from kennels or properties with dogs is a good idea too.

9. Avoid areas adjacent to street or building construction activity. In the event there is, say, street repair work at or near a selected location, use these guidelines to select a new site, and be sure to check with me.

10. Use only street lights for sound meter attachment.

11. When selecting a new street light, go to the location in the field and carefully observe surrounding conditions for conformance with guidelines 1 through 10 above.

SAMPLE DATA PRINTOUTS

DATA REPORT

LARSON-DAVIS LABS -- MODEL 700

02/11/91 08:26:39 SN 700B0751 PAGE 1

Dose	1.8
Proj	0.6
SEL	117.3
LVL	67.9
Time	0023:59:59
Lmin	40.5
Lmax	93.5
Lpk	110.5
OVLD	00
RMS Ex	0000
Pk Ex	0000
R/S	01
Memory	6526.0
L10	70.0
L33	64.5
L50	60.0
L90	45.0

SETUP DATA

****

Detc SLOW
Wght A
Pk Unwgt =0

Crit 90.0
Thld 92.0
Exch 3
LDL =0

RMS Thld	115.0
Pk Thld	140.0
Hyst	2
Run date	02/07
Stop date	02/08
Run time 1	16:00
Stop time 1	99:00
Run time 2	99:00
Stop time 2	16:00

Excd =0

Intv =1
Time 01:00
Auto-Stop =0
Ln =0

Hist =0
Save Pk =0
Per 60.0

Cal 24.0
Ver 1.402

NS-18

EXHIBIT E-1

INTV REPORT

LARSON-DAVIS LABS -- MODEL 700

02/11/91 08:26:49 SN 700B0751 PAGE 2

Cnt	LVL	SEL	Lmax	Lpk	Lmin	Date	Time	Dur	Ex	Pk	Ov
1	68.0	103.5	85.5	101.0	51.0	7 FEB	16:00:01	1:00 h:m	0	0	0
2	68.5	104.0	90.0	103.5	51.5	7 FEB	17:00:01	1:00 h:m	0	0	0
3	66.5	102.0	82.5	96.0	51.0	7 FEB	18:00:01	1:00 h:m	0	0	0
4	65.5	101.0	82.5	95.0	50.5	7 FEB	19:00:01	1:00 h:m	0	0	0
5	65.0	100.5	80.5	97.0	48.5	7 FEB	20:00:01	1:00 h:m	0	0	0
6	62.0	98.0	78.5	92.0	46.5	7 FEB	21:00:01	1:00 h:m	0	0	0
7	61.0	96.5	82.5	97.0	45.5	7 FEB	22:00:01	1:00 h:m	0	0	0
8	58.5	94.0	79.0	92.0	42.5	7 FEB	23:00:01	1:00 h:m	0	0	0
9	55.0	90.5	77.5	89.0	41.5	8 FEB	0:00:01	1:00 h:m	0	0	0
10	55.5	91.5	83.5	92.5	41.0	8 FEB	1:00:01	1:00 h:m	0	0	0
11	51.0	86.5	70.5	82.5	40.5	8 FEB	2:00:01	1:00 h:m	0	0	0
12	50.0	86.0	77.5	88.0	41.0	8 FEB	3:00:01	1:00 h:m	0	0	0
13	55.0	90.5	74.0	88.0	40.5	8 FEB	4:00:01	1:00 h:m	0	0	0
14	59.5	95.0	77.0	92.5	46.5	8 FEB	5:00:01	1:00 h:m	0	0	0
15	63.5	99.5	79.0	93.0	48.5	8 FEB	6:00:01	1:00 h:m	0	0	0
16	69.0	104.5	87.0	110.5	53.0	8 FEB	7:00:01	1:00 h:m	0	0	0
17	76.0	111.5	93.5	106.0	56.5	8 FEB	8:00:01	1:00 h:m	0	0	0
18	72.5	108.0	91.0	103.0	49.5	8 FEB	9:00:01	1:00 h:m	0	0	0
19	70.5	106.5	84.0	101.5	46.5	8 FEB	10:00:01	1:00 h:m	0	0	0
20	65.0	100.5	82.5	97.0	47.5	8 FEB	11:00:01	1:00 h:m	0	0	0
21	65.5	101.5	83.5	101.5	45.0	8 FEB	12:00:01	1:00 h:m	0	0	0
22	70.5	106.0	86.0	101.5	46.0	8 FEB	13:00:01	1:00 h:m	0	0	0
23	67.0	102.5	83.0	95.0	50.0	8 FEB	14:00:01	1:00 h:m	0	0	0
24	68.5	104.0	91.5	105.0	51.0	8 FEB	15:00:01	0:59 h:m	0	0	0

99999

EXHIBIT E-2

MAIN PROGRAM LIST

BASIC Utilities Program
Prepared by Brown-Buntin Associates: 1986

Select the Desired Program:

1. Add Sound Pressure Levels (SPL):
2. Subtract Sound Pressure Levels:
3. Calculate SPL at a given distance:
4. Calculate distance to a given SPL:
5. Determine noise contours of 55 to 75 dB:
6. Calculate LEQ and SEL:
7. Calculate LEQ and SEL from histogram data:
8. Determine equivalent number of operations for CNEL or LDN:
9. Calculate LDN and CNEL from LEQ data:
10. Combine SPL's from two parallel sources:
11. Calculate A-weighted SPL from octave band levels:
12. Exit Program:

Enter number of selected program:

LDN and CNEL Calculation Program

This program calculates LDN (Day-Night Level) and CNEL (Community Noise Equivalent Level) from any number of LEQ's or HNL's.

For CNEL calculations, Daytime = 7 am to 7 pm, Evening = 7 pm to 10 pm, Nighttime = 10 pm to 7 am.

For LDN calculations, Daytime = 7 am to 10 pm.

Select desired metric:
1. LDN:
2. CNEL:

ter number of selection: 1

Enter a Daytime LEQ (200=done): 58
Enter a Daytime LEQ (200=done): 60
Enter a Daytime LEQ (200=done): 200

Enter a Nighttime LEQ (200=done): 45
Enter a Nighttime LEQ (200=done): 47
Enter a Nighttime LEQ (200=done): 200

LDN= 58.21 dB

Do you want to run this program again ? (Y/N)

EXHIBIT G

Noise Contour Distance Calculation Program

This program calculates the distance to noise contours for 75 to 55 dB, given a reference sound pressure level (SPL) at a specified distance, and an attenuation rate expressed as a logarithmic function.

For example, noise from a point source usually is attenuated at a rate of 20 times the logarithm of the reference distance divided by the distance to the receiver (6 dB/DD). For a line source (freeways, etc.), a 10 or 15 log attenuation rate (3 or 4.5 dB/DD) is usual.

To proceed, press 'Return'

Enter Reference SPL, in dB: 60
Enter Reference Distance, in Feet: 32
Enter Log Attenuation Factor: 15

SPL (dB) *****	Distance (feet) ********
75	3.2
70	6.9
65	14.9
60	32.0
55	68.9

Do you want to run another analysis?

EXHIBIT H

CITY OF COVINA

INTER-OFFICE MEMORANDUM

TO: NOISE ELEMENT FILE

FROM: ALAN CARTER, ASSOCIATE PLANNER a.c.

DATE: JANUARY 10, 1992

SUBJECT: PROCEDURE FOR COMPUTING FUTURE NOISE CONTOURS

This memorandum describes how the Covina Planning Division has computed future General Plan noise contours. According to the State Department of Noise Control DNC), future noise LdNs, which serve as the basis for noise contours, can be computed based on 1) projected Average Daily Traffic (ADT) volume increases and 2) the approximate proportion of additional truck trips. The below DNC - recommended mathematical procedure is employed to estimate the future LdNs.

Future ADT(1) - Present ADT(1) = X, then

Log X to the base 10 = Y, then

Y X multiplier of either 10, 15 or 20 (2) =

LdN increase

(1) Based on Covina General Plan Traffic Study. For each street, the same segment is utilized.

(2) The standard multiplier is 10. 15 is used for expected moderate increases in truck traffic, and 20 should be employed for larger increases in truck travel.

(It should be noted that this procedure is a "general rule" and may not be applicable to all streets in other communities).

The LdN increase is then added to the existing day-night average to get the future LdN. Taking this number and utilizing the same methodology employed to compute the existing noise contours (i.e., Step 5 in my February 12, 1991 memo) future contours are generated. It should be noted, however, that different strategies were followed when dealing with the railroad right-of-way and two particular streets, Second and Valley Center. Regarding

the railroad line, because currently there are no commuter trains in operation (and therefore no existing contours), the future LdN and accompanying contours are based on noise projections for the Los Angeles County Blue Line (light rail) projections. Staff believes that the Blue Line's long-term service levels, train types, and energy source will be similar to the future Metrolink system, and therefore a comparison is reasonable (see Appendix A for clarification). In addition, because the consult-prepared traffic study did not consider traffic volumes for Second and Valley Center, there was not an adequate basis for computing the LdN increase. So an approximation of the increase in LdNs for these streets, based on nearby conditions, was made (and then added to the existing LdN figure).

The following table lists various numbers that are utilized in the computation of future LdNs. The numbers are: future and existing ADTs and their quotient (which shows the percentage increase, the multiplier employed, the LdN increase, and, as added to the existing day-night average noise level, the actual future LdN.

FIGURES PERTAINING TO COMPUTATION OF FUTURE LdNs

(1) Arrow -	33,760 : 27,510	= 1.23
	Log 1.23 X 20	= 1.80
	1.80 + 76.26	= 78.06
(2) Cienega -	5,760 : 4,450	= 1.29
	Log 1.29 X 10	= 1.11
	1.11 + 67.12	= 68.23
(3) Covina -	15,800 : 11,870	= 1.33
	Log 1.33 X 10	= 1.24
	1.24 + 68.24	= 69.48
(4) Cypress -	18,910 : 14,710	= 1.29
	Log 1.29 X 10	= 1.11
	1.11 + 71.48	= 72.59
(5) Railroad Right-of-Way -	Numbers not applicable because of nature of project. LdN estimated at 65 db at 100 feet.	
(6) San Bernardino -	22,870 : 18,400	= 1.24
	Log 1.24 X 15	= 1.40
	1.40 + 74.29	= 75.69
(7) Badillo -	22,990 : 18,980	= 1.21
	Log 1.21 X 15	= 1.24
	1.24 + 72.39	= 73.63

(8) Puente -	10,950 : 8,910	=	1.23
	Log 1.23 X 10	=	.90
	.90 + 67.57	=	68.47
(9) Rowland -	17,590 : 15,000	=	1.17
	Log 1.17 X 10	=	.68
	.68 + 70.14	=	70.82
(10) Freeway (W. Azusa) -	280,000 : 219,000	=	1.28
	Log 1.28 X 20	=	2.14
	2.14 + 73.23	=	75.37
(11) Vincent -	25,740 : 21,920	=	1.17
	Log 1.17 X 15	=	1.02
	1.02 + 72.75	=	73.77
(12) Lark Ellen -	18,850 : 16,030	=	1.18
	Log 1.18 X 10	=	.72
	.72 + 72.97	=	73.69
(13) Azusa -	45,060 : 37,520	=	1.20
	Log 1.20 X 20	=	1.58
	1.58 + 76.02	=	77.60
(14) Hollenbeck -	23,550 : 18,410	=	1.28
	Log 1.28 X 10	=	1.07
	1.07 + 70.20	=	71.27
(15) Citrus -	36,280 : 29,790	=	1.22
	Log 1.22 X 15	=	1.30
	1.30 + 74.87	=	76.17
(16) Second -	Numbers not available because traffic volumes (ADTs) not taken. LdN estimated at 70.52.		
(17) Barranca -	33,000 : 27,320	=	1.21
	Log 1.21 X 20	=	1.66
	1.66 + 72.93	=	74.59
(18) Grand -	49,950 : 43,180	=	1.16
	Log 1.16 X 20	=	1.29
	1.29 + 76.11	=	77.40
(19) Glendora -	15,030 : 13,060	=	1.15
	Log 1.15 X 10	=	.61
	.61 + 68.64	=	69.25
(20) Bonnie Cove -	7,520 : 5,820	=	1.29
	Log 1.29 X 10	=	1.11
	1.11 + 67.88	=	68.99

(21) Reeder -	2,790 : 2,330	=	1.20
	Log 1.20 X 10	=	.79
	.79 + 63.07	=	63.86
(22) Sunflower -	11,420 : 9,350	=	1.22
	Log 1.22 X 10	=	.86
	.86 + 68.71	=	69.57
(23) Valley Center -	Numbers not available because traffic volumes (ADTs) not taken. LdN estimated at 68.09.		
(24) Covina Hills Road -	3,970 : 3,360	=	1.18
	Log 1.18 X 10	=	.72
	.72 + 65.56	=	66.28
(25) Holt -	4,420 : 3,720	=	1.19
	Log 1.19 X 10	=	.76
	.76 + 69.83	=	70.59

APPENDIX A

BLUE LINE NOISE PROJECTIONS*

Base Level: 81 dBA 55 ft from track centerline, 40 mph, single car

Number of Trains (total, both directions):

Period	Initial Year	Design Year
Day (7am-7pm)	115	175
Evening (7pm-10pm)	18	30
Night (10pm-7am)	39	51

The nighttime trains are assumed to be single vehicles.

Table 2. Projections of Lmax and CNEL from Light Rail Vehicles

Distance from Track CL	Lmax / CNEL (dBA)+ Initial Year 45 mph	Initial Year 55 mph	Design Year 45 mph	Design Year 55 mph
50 ft	84 / 64	87 / 66	84 / 66	87 / 68
100 ft	80 / 61	82 / 63	80 / 63	82 / 65
120 ft	78 / 61	81 / 62	78 / 62	81 / 63

\+ CNEL is essentially similar to LdN.

* Source is memorandum prepared by Harris Miller, Miller and Hanson, Inc. (Noise Consultant) for Los Angeles County Transportation Commission.

NS-28

TO: NOISE ELEMENT STUDY FILE

a.c.

FROM: ALAN CARTER, ASSOCIATE PLANNER

SUBJECT: THE TAKING OF ADDITIONAL NOISE READINGS TO CLARIFY LOCATION OF FREEWAY NOISE CONTOURS

DATE: FEBRUARY 25, 1992

The City Planning staff had difficulty in charting noise contours for the San Bernardino Freeway because of identified noise reading (and therefore contour) inconsistencies 1) between the two freeway-oriented monitoring sites and nearby streets and 2) between the freeway locations themselves. To rectify this problem, staff took one additional freeway reading, along Via Verde, and five more residential noise measurements at various sites within one thousand feet of the highway right-of-way and then compared the revised readings and resultant contours. This "follow-up" process appeared to reveal noise reading and contour congruence among all six sites. Therefore, the subject freeway readings and accompanying contours were incorporated into the final Noise Study data base.

The applicable six sites are:

A. ALBERTSON AVENUE - Between Citrus and Hollenbeck; in front of house at 728 South Albertson.

B. CALVADOS AVENUE - Between Citrus and Hollenbeck; in front of house at 839 South Calvados.

C. CAMELLIA DRIVE - Between Workman and Rowland; in front of house at 746 Camellia.

D. WORKMAN STREET - East of Barranca and at end of street; in front of apartment complex at 732 East Workman.

E. DAWNRIDGE WAY - Between Garvey and Covina Hills Road and east of Grand; in front of house at 1120 Dawnridge.

F. VIA VERDE - Between San Bernardino Freeway and Holt; at the outermost edge of southeast portion of property at 1580 Via Verde. Reference Distance 203.

CITY OF COVINA

INTER-OFFICE MEMORANDUM

TO: NOISE ELEMENT STUDY FILE

FROM: ALAN CARTER, ASSOCIATE PLANNER

DATE: JULY 31, 1996

SUBJECT: THE ADDITION OF EXISTING NOISE CONTOURS FOR THE METROLINK COMMUTER TRAIN LINE CORRIDOR

In reviewing the existing noise contour information during preparation of the Noise Element document, staff believed it would be necessary and important to add a final set of contours for the Metrolink Commuter Train Line corridor that traverses the community. The Commuter Train system had not begun operating when the initial sound-related data was obtained, analyzed, and graphically illustrated from the beginning of 1991 through early '92. Adding these contours also best acknowledges and legitimizes recent Covina resident complaints concerning Metrolink noise.

The existing LdN figure for the train corridor was obtained from a March 1996 detailed study on Metrolink noise in Covina. The study, which is now part of the Noise Element's Technical Appendix, was prepared by a noise consultant in response to above noted resident complaints about perceived excessive sounds emanating from Metrolink train cars and horns. As illustrated in the attached Exhibit A, comprehensive noise monitoring was conducted at four sites along the train corridor in Covina. For establishing noise contours, the City selected the location with the most direct exposure to the trains and with the highest LdN reading. This site, which is illustrated as "number 34" on the accompanying Noise Monitoring Location Map, is just west of Sunflower Avenue. The sound figure utilized is 75 LdN.

Utilization of the highest LdN reading provides a fair, conservative descriptor of all Metrolink noise (i.e., including sounds from both train cars and horns), thus ultimately ensuring maximum noise protection for residents living adjacent to or near the tracks. As stated in the memo on noise monitoring procedures dated February 12, 1991, the City employed a similar strategy when analyzing the noise environment of the major streets and Freeway, whereby segments with the greatest traffic volumes were used as locations in which sounds were monitored to develop noise contours. It is noted here that in preparing the Element, staff believed that all of these other contours and their underlying LdN numbers were sufficient and, therefore, no additional changes to the Existing Contour Map were necessary.

For computing the future noise contours, following further discussions with the noise consultant who prepared the sound impact study, an LdN readying of 79 was estimated. This number, which supersedes an earlier figure considering only freight cars, is based on a probable doubling of commuter train traffic over the next 15 to 20 years and assumes that the additional train cars would generally run within the present operating period. (Staff believes these assumptions are reasonably, though actual, detailed projections by Metrolink management are not available.) The 79 LdN figure also assumes that horn-related noise from a single train would be the same as today. Current freight activities (approximately 3-4 late-night trains per month) are not expected to increase dramatically.

As was the case with the number on which the existing contours are based, staff believes that the "future" LdN figure is conservative and reasonable as well. The Metrolink service increase on which the future number is based comes from a best estimate of long-term ridership and is inflated slightly to allow for margin of safety. And concerning the horn noise, the estimation does not consider possible reductions in sounds arising from the upcoming consideration of adoption of horn noise mitigation measures by the train system operator. Furthermore, the potential electrification of the commuter line, which could occur in approximately ten years, has also not been factored into the 79 LdN number and would reduce overall noise levels even more. In sum, in developing and incorporating existing and future noise contours into the Noise Element process, the City has greatly considered maximum protection for Covina residents and others.

BEHRENS AND ASSOCIATES
Engineers

Table 2.2.A: 24-Hour Noise: Summary of Findings

24 Hour Noise Data in dBA

156 Edna Place	L_{max}	L_{dn}	L_{ave}	CNEL
Thursday 02/29/96 (11:54:20 Hrs)	95.6	----	60.7	----
Friday 03/01/96 (24 Hrs)	91.8	64.1	62.0	70.3
Saturday 03/02/96 (24 Hrs)	90.9	59.5	56.2	59.9
Sunday 03/03/96 (24 Hrs)	79.9	55.6	51.0	56.1
Monday 03/04/96 (12:09:33 Hrs)	86.7	----	56.8	----
4805 N. Sunflower #A				
Thursday 03/07/96 (05:56:07 Hrs)	115.0	----	73.5	----
Friday 03/08/96	115.4	75.0	73.2	76.1
Saturday 03/09/96	111.3	68.1	67.7	69.8
Sunday 03/10/96	86.2	60.4	58.4	61.4
Monday 03/11/96 (17:07:50 Hrs)	115.7	----	73.5	----
1733 East Brookport				
Thursday 03/07/96 (05:28:35 Hrs)	97.1	----	62.6	----
Friday 03/08/96	102.7	64.9	61.2	65.6
Saturday 03/09/96	100.6	59.3	57.3	59.9
Sunday 03/10/96	79.5	56.4	52.6	56.7
Monday 03/11/96 (17:25:54 Hrs)	112.5	----	66.6	----
16612 Edna Place				
Thursday 03/14/96 (12:39:16 Hrs)	99.4	----	65.0	----
Friday 03/15/96	99.5	69.9	64.0	70.3
Saturday 03/16/96	100.9	69.6	67.1	69.7
Sunday 03/17/96	101.3	66.2	63.1	67.0
Monday 03/18/96 (11:52:17 Hrs)	96.4	----	62.3	----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